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ABSTRACT

Symposium participants identified trends, strengths, and weaknesses in local governments in rural New York and clarified the current status of the state-local governance and management partnership. Among the trends cited were a population shift from urban to rural areas and a corresponding need for more services, increasing state mandates and decreasing state financial assistance, and increased resistance to centralized governments with greater reliance on local problem solutions. Strengths included effective local governments; availability of private and voluntary resources as well as such governmental resources as special commissions, city and state agencies, and federal programs; and potential assistance from rural educational institutions. Cited as weaknesses were isolation, legal constraints on local governments and services, lack of financial and technical assistance, ineffective government structures and management, and effects of land use disputes. Goals to improve government and management encompassed efforts in financial, legal, structural, educational and technical assistance areas. Appended are lists, maps, and charts reflecting population distributions, governmental structures, expenditures for various services, and sources of revenue, and other supporting statistical data. (MM)

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GOVERNMENT AND MANAGEMENT
IN RURAL NEW YORK STATE:
A PRELIMINARY REPORT

NEW YORK STATE LEGISLATIVE COMMISSION ON RURAL RESOURCES

SENATOR CHARLES D. COOK, CHAIRMAN

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RURAL FUTURES



LEGISLATIVE COMMISSION ON RURAL RESOURCES
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The Commission on Rural Resources was established by Chapter 428 of the Laws of 1982, and began its work February, 1983. A bipartisan Commission, its primary purpose is to promote a state-level focus and avenue for rural affairs policy and program development in New York State.

The Commission provides state lawmakers with a unique capability and perspective from which to anticipate and approach large-scale problems and opportunities in the state's rural areas. In addition, legislators who live in rural New York are in the minority and look to the Commission for assistance in fulfilling their responsibilities to constituents.

The Commission seeks to amplify the efforts of others who are interested in such policy areas as agriculture; business, economic development, and employment; education; government and management; environment, land use, and natural resources; transportation; housing, community facilities, and renewal; human relations and community life; and health care. It seeks to support lawmakers' efforts to preserve and enhance the state's vital rural resources through positive, decisive action.

In order to obtain a clearer picture of key problems and opportunities, the Commission invited people to informal discussions at a Statewide Rural Development Symposium, held October 5-7, 1983. It was the first such effort of its kind in the state and nation. Workshop participants undertook in-depth examinations of key policy areas the Commission believed were critical to the state's future rural development.

Symposium participants focused their discussions on ends, not means. In short, the objective was to identify key trends, strengths, weaknesses, goals, and opportunities for advancement; not to present solutions. Once a clearer picture of these findings is drawn, the next step will be to identify and propose the required, and hopefully innovative, recommendations. This task will be the subject of a second, follow-up symposium. Another unique feature of the first symposium was the opportunity it provided participants to share their thinking with colleagues from throughout the state over a three-day period of intensive dialogue.

The Commission is happy to announce that the objective of the Symposium was accomplished. Preliminary reports, based on the findings, are being issued as planned, in connection with a series of public hearings it is sponsoring across the state. The aim of these hearings is to obtain public commentary on the preliminary reports. Following these, a final symposium report will be prepared for submission to the Governor and the State Legislature. It will also serve as a resource report for the second statewide symposium on recommendations.

The Commission is comprised of five Assemblymen and five Senators with members appointed by the leader of each legislative branch. Senator Charles D. Cook (R.-Delaware, Sullivan, Greene, Schoharie, Ulster Counties) serves as Chairman. Assemblyman William L. Parment (D.-Chautauque) is Vice Chairman and Senator L. Paul Kehoe (R.-Wayne, Ontario, Monroe) is Secretary. Members also include: Senator William T. Smith (R.-Steuben, Chemung, Schuyler, Yates, Seneca, Ontario); Senator Anthony M. Masiello (D.-Erie); Senator Thomas J. Bartosiewicz (D.-Kings); Assemblywoman Louise M. Slaughter (D.-Monroe, Wayne); Assemblyman Michael McNulty (D.-Albany, Rensselaer); Assemblyman John G.A. O'Neil (R.-St. Lawrence); and Assemblyman Richard Coombe (R.-Sullivan, Delaware, Chenango).

New York State Legislative Commission on Rural Resources □ Senator Charles D. Cook, Chairman

PREFACE

The Legislative Commission on Rural Resources publishes herein one of nine preliminary reports from the First Statewide Legislative Symposium on Rural Development held October 5-7, 1983. This effort was not only a "first" for New York State, but for the nation as well.

The purpose of the Symposium, and the public hearings that will follow, is to catalog the strengths of rural New York, to define its problems, and to establish goals for the next two decades. Neither the Symposium nor the hearings will deal with strategy to develop our resources, address our problems, or accomplish our goals. That will be the thrust of a later Commission effort.

For the moment, it is our purpose to foster as objectively and exhaustively as possible, an understanding of where we are and where we want to go.

The Symposium reports in each subject area encompass the oral and written findings of the respective workshops, along with responses given at the Commission hearing where the reports were presented to State legislators for comment and discussion. Incorporated into this preliminary report is subsequent comment from group participants on points they felt needed amplification. Also appended to the published product is basic resource material intended to clarify points made in the reports.

I wish to personally congratulate the Symposium participants on the very sound and scholarly documents they have produced. However, their work is only preliminary to the final product which will be issued by the Commission once the hearing process is complete.

Those who read this report are urgently invited to participate in the public hearings that will be held throughout rural New York, or to submit comments in writing to the Commission. Your support, disagreement or commentary on specific points contained in the Symposium report will have a strong influence on the final report of the Commission.

Please do your part in helping to define sound public policy for rural New York during the next two decades.

Senator Charles D. Cook

Chairman

Legislative Commission on Rural Resources

INTRODUCTION

Local governments have played an important role in the life and development of rural New York State. The State, as sovereign authority, has delegated vital governance, management, and public service responsibilities to local municipalities.

In 1981, there were 44 counties, 32 cities, 727 towns, 324 incorporated villages, and 3,124 special purpose local governments in rural New York. Rural county governments spent most of their revenues (52.6%) on economic assistance. The largest single expenditure for town governments was transportation (48.1%). Cities and villages in rural areas spent the largest single share of their funds on water, sewer, and other home and community services. These expenditure patterns reflect the major functional responsibilities for each unit of local government, although other important services are provided by each.

Some people feel there is a need to revitalize rural local government. Others view it as being too expensive, somewhat ineffective, unnecessarily duplicative, and therefore, in need of modernization. Indeed, another layer of multi-county public and private regional agencies has been interposed between state and local governments over the past two or more decades. These both compliment and complicate traditional principles of local governance and management as well as dilute a previously stronger state-local partnership.

Very little restructuring or revitalization of local governments has, in fact, occurred in New York State in recent decades. Between 1971 and 1981, for example, five villages and one town were dissolved in rural areas. Indeed, one new village was created during this period. The most significant change has been reapportionment of rural county legislatures, prompted by the Supreme Court's "one-man-one-vote" decision.

A restructuring of federal-state-local relations and responsibilities is currently being demanded because of the shift toward governmental decentralization in American society. If the recent reversal of the previous trend towards centralization of government at the federal level continues, the major forum for future public policy will lie within state and local governments. Paralleling this movement has been the responsibility to raise additional revenues at the local level and the mounting burden of state mandates thrust upon local governments.

Symposium participants, reviewed these trends and discussed their implications for local governments in rural New York. Probably the single most important challenge for State lawmakers during the next several years will be to improve the state-local governance and management partnership. Its future viability is in question.

Many rural municipalities are experiencing extreme difficulty in their efforts to adapt to current societal needs and trends. Moreover, the State has come to be identified as a master/controller rather than partner/enabler in local government activities. Indeed, many local governments prefer to work with "Washington" rather than state agencies. A recent example is the proposed State administration of the U.S. Community Development Block Grant Program, a move which has been vehemently opposed by rural localities in New York State. Such a partnership is perceived as threatening and inadequate for rural localities.

Symposium participants found important strengths inherent in local governments in rural New York. These include: close proximity to the citizenry; the "non-intrusiveness" of rural local government; a "common sense" approach to community problem-solving; existing part-time elected officials who are willing to work long hours for low wages; and the ability of rural government to enlist private and voluntary talent and support for local

projects (e.g., a fundraiser for a town building destroyed by fire). In addition, there is a cadre of resource agencies, associations, and educational institutions with the potential to offer assistance to conscientious local government officials.

Still, a general feeling of isolation, alienation, and helplessness is felt in many rural localities. Local government officials and citizens are confronted continually by such outside forces as developers, "experts," and state and federal government bureaucracies. Few existing state or federal agencies have rural citizens and government as their primary constituency. Most new multi-county regional agencies have their locus and dominant focus on metropolitan areas. Moreover, a generally discouraging climate currently exists for potential "movers and shakers" to seek community betterment through rural local government.

Symposium participants have identified several significant limitations or flaws in the current state-local government partnership. First, there are legal impediments to cooperation between local government bodies in such matters as joint ownership of equipment as a cost-saving device. Secondly, a generally inadequate local financial resource and tax base is further compounded by aforementioned state mandates. In addition, relatively small rural governments frequently encounter difficulty when competing for categorical grants-in-aid, since aid formulas and planning regions oriented to metropolitan counties tend to discriminate against rural governments. In addition, impediments to intergovernmental cooperation are often built into state and federal revenue programs. Structurally, new forms of rural local government would be more appropriate for some localities, but current laws and aid formulas create disincentives to such change.

Rural local governments are plagued by frequent turnover among elected and appointed officials. For example, there is a one-third turnover rate

among town supervisors every two years. Low salary levels and part-time work have made it extremely difficult to attract and retain qualified local officials and to provide continuity in leadership. Most officials are required to wear "many hats" and are bogged down by time and energy-wasting activities, such as bookkeeping by hand. Public resistance to land use controls (a traditional responsibility of local government under home rule statutes) and extreme pressure from developers often impede efforts to preserve the quality of life in rural communities.

A major goal suggested by Symposium participants is to improve the capacity for governance, management, and the delivery of services by local governments in rural areas. In this way, it is hoped the principle of home rule will be preserved and an improved state-local partnership will be realized. In order to achieve this aim, one of the partners (local government) needs to become more equal if it is to exercise greater local leadership, management, and cost-effective delivery of services in light of current and future societal needs.

What should be done in order to ensure the future viability and capacity of local municipalities to govern and provide essential services in rural areas? Are there state and local programs that should be cut back or turned over to the private sector in view of increasing pressures on local government officials to manage and finance added responsibilities? These are only two of the public policy questions which currently challenge state lawmakers. How the various political actors respond to the changing nature and interdependency of federal, state, and local government will have important implications not only for the future delivery of services to rural New York residents, but also for the quality of life of all people of the State.

WHERE RURAL NEW YORK IS TODAY

Trends

- A shift in population from urban to rural areas. According to the 1980 census, New York State has the sixth largest rural population in the United States. Moreover, its rural population is larger than the total population of 25 other states.
- The growing population of rural residents is expecting to receive more services delivered from rural New York's 44 counties, 32 cities, 727 towns, 324 incorporated villages, and 3,124 special purpose districts.
- Decreasing state financial assistance as a share of rural local government revenue.
- Increased reliance on such special purpose districts as lighting, water, and sewer for the maintenance and delivery of vital services (e.g., between 1971 and 1981 there was a net gain of 238 special purpose districts in rural localities).
- The development of a high tech "infrastructure" will allow the design of new concepts of state-local government architecture through electronic "networking." Telephone lines and microcomputer work stations provide the concrete and visible framework that will link offices, people, and data bases faster, and perhaps better, over a wider geographical range.
- Increased public resistance to large, centralized governments that administer and coordinate programs directly affecting local people.
- Escalating burden of state mandates on local governments, many of which are uniformly applied and therefore are not sensitive to the individual needs and demands of rural localities.
- Increased reliance on grassroots solutions to local problems and needs in response to inadequate federal and state aid.
- Increasing numbers of ad hoc, business, political, and administrative actors and agencies involved in land use planning and environmental concerns affecting rural localities.
- Rise of a post-industrial information society with emphasis on high technology as a major component of future economic growth and management practices (e.g., increased demand for computer utilization in local government management).
- Shift in the role of the chief elected executive in many of rural New York's local jurisdictions. The strong, informed leadership of such officials has become increasingly critical to the smooth and effective management of community development and day-to-day local government affairs.

- Heightened public awareness of the increasingly serious problems associated with local management and intergovernmental relations in rural New York.
- The State has come to be identified as master/controller rather than partner/enabler in local government activities.
- Fewer qualified citizens are willing to enter local government service, either in professional or political roles.
- Increasing frustration of part-time elected officials as to the amount of time required to perform their duties in local government.
- Increasing recognition that professional management assistance is imperative to the smooth functioning of rural local governments. However, there is decreasing ability to afford it, with the present structure and financing of local government.
- Increasing reliance by part-time elected officials on outside, often urban-oriented consultants and technical expertise for advice on problem-solving and management.

Strengths and Assets

- Inherent strengths of local government in rural areas:
 - Close proximity of local elected officials to the citizenry; (e.g., there are 25 county legislators for every 100,000 people in rural counties and 4 for every 100,000 people in metropolitan counties).
 - The "non-intrusiveness" of rural local government;
 - The "common sense" approach of rural citizens to community problem-solving.
- Private and voluntary resources unique to rural New York:
 - Existing part-time elected officials who are willing to work long hours for low wages;
 - Ability of rural governments to enlist private and voluntary talent, support, assistance, and enthusiasm for local projects from such sources as banks and business firms, service organizations, private contractors and senior citizens (e.g., private and public equipment used for such community purposes or public benefit as removal of abandoned junk cars from the landscape);
 - Informal assistance, (e.g., a fundraiser for a town building which was destroyed by fire).
- Other governmental resources:

- Subcounty rural government assistance (e.g., The Temporary State Commission on Tug Hill's "circuit riders" and technical assistance services);
 - County government (e.g., help and hands-on expertise provided by county budget officers and officials from county planning departments);
 - State agencies and regional governing bodies (e.g., Department of State, Department of Audit and Control, Department of Health, Department of Environmental Conservation, Regional Planning and Development Agencies, etc.) with jurisdiction over matters pertaining to rural governments;
 - Federal government departments and programs, including grants and other forms of technical and financial assistance (e.g., United States Department of Transportation, Farmers Home Administration, Soil Conservation Districts, and U.S.D.A. Office of Rural Development Policy).
- Significant potential for educational institutions in rural New York to assist local governments.
 - At the secondary level, adult education classes and Boards of Cooperative Educational Services (BOCES) have been instrumental in offering a variety of technical knowledge and expertise to rural residents.
 - The State University of New York is the largest and most diverse public multi-campus university system in the nation. Over fourteen institutions offering baccalaureate and graduate degrees, the Cooperative Extension Service at Cornell University, five Agricultural and Technical Colleges and thirty community colleges are located in rural counties (e.g., The Local Technical Assistance Program at SUNY Plattsburgh and the Local Government Institute at Cornell University).
 - More than twenty independent colleges and universities offering diverse programs and disciplines are located in rural areas.
 - The general abundance of natural resources and important alternatives to urban living found in rural New York.
 - Associations of municipal officials (e.g., New York State Association of Counties, New York State Association of Towns, New York State Conference of Mayors, New York State Planning Federation, etc.).

Weaknesses and Problem Areas

- A general feeling of isolation, alienation, and helplessness on the part of local government officials and citizens in their efforts to deal with societal trends, and such outside forces as developers, "experts," and state and federal government bureaucracies.

- A generally discouraging climate within which potential "movers and shakers" can seek community betterment through local government.
- Relatively few existing state and federal agencies or resource groups have as their primary constituency rural citizens and rural governments.
- Legal:
 - Financial constraints on local revenue raising powers (e.g., statutory and constitutional debt and tax limits);
 - State mandates, especially those applied uniformly throughout the entire State without regard for the needs of rural New York, its part-time government, and local citizenry (e.g., the Uniform Fire Prevention and Building Code);
 - Ultra vires ("exceeding their authority") acts committed by local officials applying "common sense" solutions to problems;
 - Lack of adequate legal advice. For example, in some localities of the State, town attorneys are not aware of the intricacies of municipal, land use, or environmental law. This is because many towns, as clients, are often too small to justify keeping abreast of such laws;
 - Complex, often disorganized system of state laws pertaining to local governments (see study by New York State Legislative Commission on State/Local Relations);
 - Traditional local government boundary lines having no current rational basis and leading to inefficient/ineffective service delivery (e.g., many historical boundaries were along streams, which results in splitting valleys between municipalities. Others were "straight-line" arbitrary boundaries, which often bisect communities. Many long-standing fire district boundaries are outmoded today);
 - State government insistence that local governments adhere to certain rigidly prescribed types of operations rather than performance standards (e.g., The C.H.I.P.S. Highway Improvement Program);
 - Difficulty in legally closing rural roads, especially on a seasonal basis (e.g., a dead-end road with vacation/weekend occupants);
 - Impediments to intergovernmental cooperation (e.g., lack of legal forms for joint ownership of equipment);
 - United States Supreme Court decisions extending the scope of the Civil Rights Act of 1971 in which states and political subdivisions were stripped of immunity for the actions of their public servants. These decisions grant the federal judiciary unlimited authority to review actions of State and local

officials totally unrelated to civil rights.

• Financial:

- General lack of financial resources required to support needed and/or mandated local facilities and services. Most rural localities fell significantly below New York State's 1980 average per capita income of \$7,500 (see Appendix);
- Grant-in-aid programs have been built on an ad hoc basis without a systematic review of priorities.
- Increasing importance, but declining share of federal and state aid to rural localities. (e.g., although the total dollar amount of state aid to local governments in rural areas increased 99% between 1971 and 1981, the local share of this aid as a source of total revenue declined from 22% to 17%. Reliance on federal aid dollars during the same period increased significantly from 14% to 21% of total local revenues. However, there have been sharp cutbacks in federal aid since 1981;
- Excessive reliance on the general property tax as an income generator for support of rural local government, including: political unpopularity during times of land value inflation; failure of full valuation assessment; its regressivity; competition for property tax funding from public elementary and secondary education; and the proliferation of tax-exempt and tax-sheltered properties (e.g., local governments in rural areas increased real property taxes 111% between 1971 and 1981. The increase in metropolitan areas during this same period was 82%);
- Unpredictability and late payment of state aid to localities;
- Differing fiscal years for various types of local governments and the State (e.g., the State's imposition of higher mandated future housing allowances to social service recipients following passage of county budgets in the previous year);
- Distribution of sales tax revenue (e.g., towns and villages have no voice in such determinations);
- Revenue sharing formulas that discourage consolidation of small political units (e.g., between 1971 and 1981, five villages and one town government were dissolved in rural New York. See case study on Village of Rosendale in Appendix);
- Difficulty encountered by relatively small rural governments and agencies when competing in categorical grant-in-aid programs. Generally, aid formulas based on population, type of government, Standard Metropolitan Statistical Areas, and Planning Regions oriented to metropolitan counties tend to discriminate against rural governments;

- High unit costs imputed to delivery of required services in sparsely populated rural areas often result from using metropolitan-oriented criteria or approaches in the delivery of services. Moreover, in some instances, services may simply have to cost more in order to provide an equitable quality of life for rural residents;
- Some debt and tax limitations are unnecessarily restrictive for responsible local government administration.

● Structural:

- Overemphasis on traditional forms of local government without much thought being given to providing for new alternatives (e.g., non-chartered county governments are plagued by fragmentation of administrative and policy authority, caused by having part-time legislators who control individual operating departments through a committee structure);
- Impediments to intergovernmental cooperation built into state and federal revenue programs.

● Managerial:

- Local officials often lack expertise and training in public management techniques;
- Most post-secondary public administration or planning training programs offer students little direct field experience or educational content in rural affairs;
- Frequent turnover among elected and appointed officials (e.g., there is a one-third turnover rate among town supervisors every two years);
- Complex public labor-management relationships, especially the Public Employees' Fair Employment Act (Taylor Law) and system of collective bargaining which have caused a loss of local control in dealing with employees;
- Low salary levels and part-time work which have made it difficult to attract and retain high quality local government officials and that tend to discourage year-to-year continuity in leadership (e.g., the average salary for a part-time rural legislator/ supervisor in 1980 was \$5,500. In metropolitan areas, the average salary was \$13,000. The corresponding salaries for Board Chairman were \$9,200 and \$17,000, respectively);
- Insufficient training, information, and time available to local officials often leading to non-action;
- Conflicting authority (chain of command) of local elected officials (e.g., elected positions of supervisor and highway superintendent);

- Geographic isolation which causes extensive travel and communication costs for local officials seeking to find answers to problems or exchange ideas with their peers;
- Due to scarce resources or lack of technical assistance, local officials and personnel are required to wear many hats and to get involved in many time or energy-wasting activities (e.g., recordkeeping and bookkeeping by hand).

• Technical Assistance:

- Lack of readily available training services;
- Counties now provide limited technical assistance to towns and villages. However, current laws giving such authority and responsibility are obsolete;
- Need for better communications and linkages between those with problems and those who can help.

• Land Use Controls:

- Public resistance to land use controls and disputes over the best types of environmental controls often impede efforts to preserve the quality of life in communities;
- Local governments in rural areas are concerned about the increasing threat of federal and state encroachment on their land-use control powers (e.g., Adirondack Park Agency River Basin Commissions);
- Confusion in state enabling legislation, with need for recodification.

GOALS FOR RURAL NEW YORK

- Improve the capacity for governing and delivering services in rural areas.

• Financial:

- Institute uniform government fiscal years geared to the state fiscal year in order to insure greater predictability in forthcoming state aid;
- Adequate state financial aid to local units of government for costs associated with state mandates;
- Simplify application procedures for aid programs;
- Review the priorities and applicability of existing State grant-in-aid programs with respect to the State's rural areas;

- Reduce the importance of the property tax as a source of local government revenue;
- Ensure that rural areas receive an equitable share of state and federal aid;
- Find ways to maximize the use of state and federal aid received by rural local governments;
- Provide incentives to encourage intergovernmental cooperation;
- Improve assessments of rural properties;
- Ease the burden caused by tax-exempt property in rural areas.

• Legal:

- Broaden local discretionary authority in order to encourage innovation in the use of federal, state and local resources for problem-solving or service delivery;
- Simplify and recodify municipal statutes in order to eliminate overlap and multiplicity and promote appropriate sharing of services/equipment;
- Review the Local Finance Law and constitutional debt and tax limits in order to balance necessary local government financing and borrowing power while preserving adequate restraints that encourage prudent management;
- Ensure that the special needs and problems of rural areas are considered when promulgating federal and state administrative rules and regulations;
- Maximize the use of volunteers, private, and service organizations through removal of legal impediments;
- Promote congressional review and amendment of Section 1983 of the United States Civil Rights Act of 1971 in order to reverse the 1980 United States Supreme Court decision extending the scope of the section;
- Adopt a system of true home rule that promotes participatory democracy and permits multiple options in meeting local needs and carrying out statewide goals as a substitute for overly proscriptive mandates.

• Structural:

- Develop the capacity to recognize, support, and nourish "necessarily small" rural governments where, for example, consolidation is an inappropriate course of action to follow;
- Eliminate unnecessary duplication of services and equipment,

including redundancy associated with traditional local government boundary lines;

- Facilitate the removal of barriers to state/local cooperation (e.g., overlapping responsibilities and regulations among the different State agencies that impact or result in mandates for local governments);
- Develop the capacities of rural local governments to deliver appropriate services that will meet current and future public demands;
- Establish a state-local partnership for change that shares risk and increases the payoff and probability that rural local governments will be successful in their efforts to remain contemporary and cost-effective;
- Develop adequate communication networks and management systems for all levels of government, using "high technology" where appropriate, with "high touch" to make it work.

● Managerial:

- Promote additional professional management services for rural local governments in order to give them the ability to successfully manage growth and change (e.g., Rural Town Management Cooperative).

● Education and Training:

- Expand continuing education services and communication networks for elected and appointed officials in rural governments in order to assist them in performing their responsibilities more efficiently and effectively (e.g., contract courses in cooperation with community colleges).

● Technical Assistance:

- Increase the availability and accessibility of technical assistance to localities, geared to the special needs of rural local governments.

PUBLIC POLICY QUESTIONS TO BE ADDRESSED

● Legal:

- How can quality legal services best be provided rural areas? Should there be a process of certification for municipal attorneys?
- How can the need for codification of all statutes affecting municipal government best be addressed?

● Financial:

- Existing formulas for categorical grants-in-aid tend to favor larger metropolitan communities. How can smaller rural communities, facing increased demands for service delivery, be provided an equitable share in aid programs applicable to their jurisdictions?
- How can aid formulas be amended in order to encourage appropriate consolidation, cooperation, and long-term capital planning?
- In times of shrinking resources, how can the demands for services created by the demographic shifts that are occurring in rural New York State be met in a cost-effective and fair manner?
- How serious must the financial conditions of rural local governments become before required changes are implemented? What are the economies and diseconomies of scale for service delivery in the major functional areas of local government?
- Are there state or local programs that should be cut back in view of decreasing resources?

• Structural:

- What are the State's responsibilities as an enabler/partner in helping rural areas wrestle with and develop viable management strategies for growth and change?
- How viable is the growing array of small service delivery units in local government?
- What should be done to preserve and enhance the participatory approach to local government, protect minority interests, and promote effective and efficient management practices?
- How can relationships between the State, rural counties, towns, and villages be strengthened? What guidelines should be considered in instituting any new system of intergovernmental cooperation?
- How can such multi-county governmental functions, such as planning and development or transit, best be performed in rural areas?
- Is the strength of traditional voluntary institutions in rural New York increasing, decreasing, or remaining constant? How much untapped potential and energy really exist?

• Managerial:

- What new public management systems should be developed as models that show how to simplify the tasks and improve the effectiveness of local officials?

• Technical Assistance:

- How can existing state agencies update their missions or alter their priorities in providing technical assistance, education and training to local governments (e.g., change in role from "mandate enforcer" to partner and facilitator)?
- How can the expertise of the private sector, including the use of volunteers and other resources, be better utilized?
- Would a decentralized system of technical assistance be more efficient and effective than a centralized one (e.g., county or joint municipal technical assistance offices vs. an Office of Local Government)?
- How can technology be used to enhance the delivery of technical assistance to local governments?
- What is the future role of the shared municipal "circuit rider" as a town manager, or a technical assistance deliverer?
- Should rural counties be given a stronger role in providing technical assistance to towns/villages?

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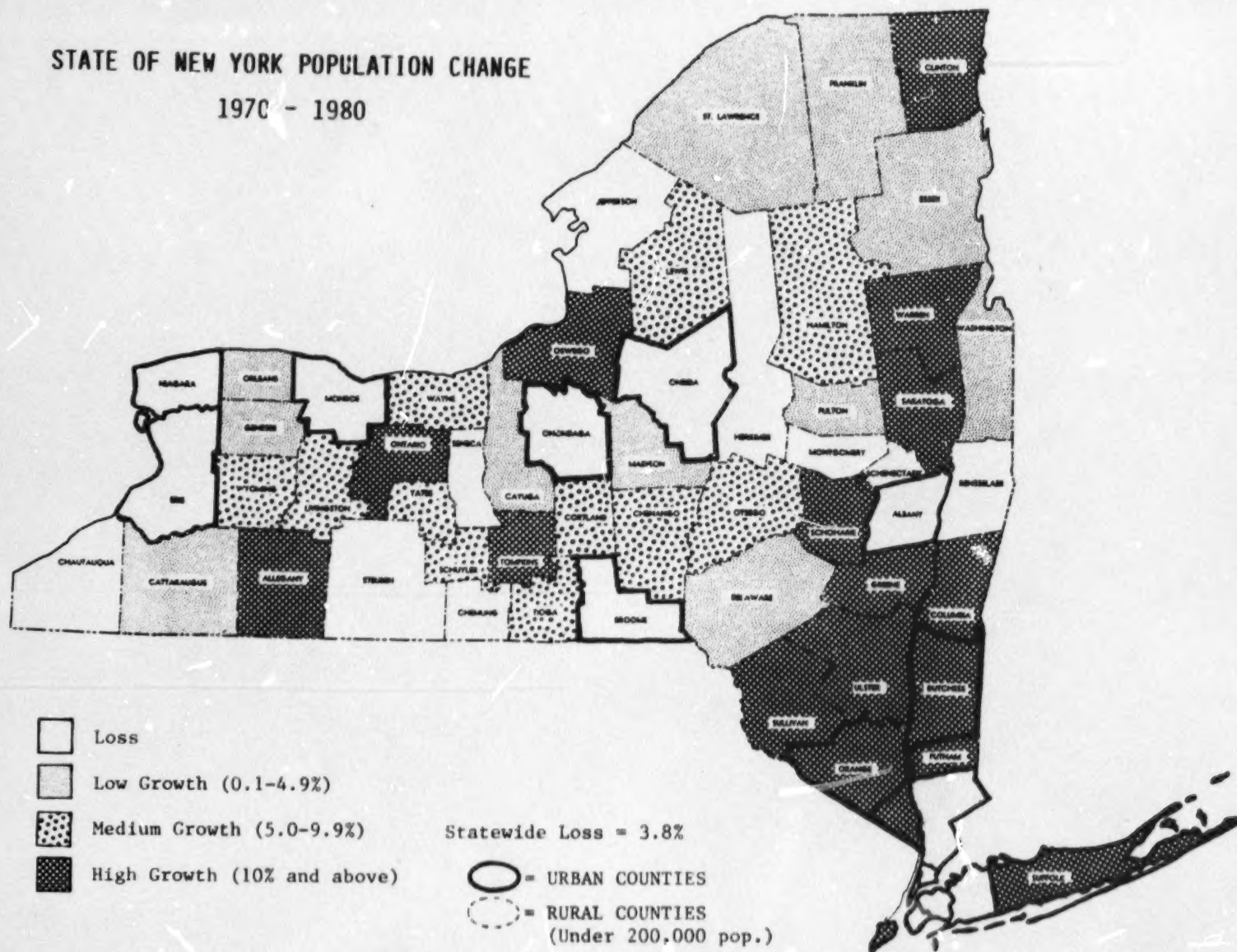
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APPENDIX

STATE OF NEW YORK POPULATION CHANGE

1970 - 1980



STRUCTURE AND OFFICERS OF COUNTY GOVERNMENT IN NEW YORK STATE

HISTORICAL DEVELOPMENT:	New York State counties originated as entities created by the State Legislature to carry out specified functions at the local level on the State's behalf. However, over the years, counties have experienced a gradual expansion of responsibilities; they have become municipal corporations with geographical jurisdiction, powers, and fiscal capacities to provide a wide range of services to their respective residents.	
LEGAL FRAMEWORK:	NON-CHARTER COUNTIES Non-charter counties operate under the general provisions of the County Law. This statute's inherent flexibility enables counties to develop the organizational design in their provision of local services.	CHARTER COUNTIES Any county, regardless of size, may adopt a home rule charter either through local initiative or enactment by the State Legislature. Such a charter may replace the existing government structures provided for under County Law.
EXECUTIVE AUTHORITY:	The County Law makes no provision for independent administrative authority in non-charter counties.	Generally, a county charter authorizes an elected executive or appointed administrator, independent of the legislature, to administer the day-to-day affairs of county government. Among the most potent elements of the executive's authority is the budgetary power, which provides an important tool of executive participation in policy development and administration. Another important resource is the power to appoint and remove department heads.
LEGISLATIVE AUTHORITY:	County executive and legislative functions are exercised by the county legislative body (variously known as boards of supervisors, boards of representatives, boards of legislators, county legislatures, and legislative boards). Each entity has the power to enact laws, adopt resolutions and exercise authority within the framework of law in its particular jurisdiction. Members of the legislative body, elected for either two or four-year terms, also select a chairman and create committees organized around the functional areas of county government.	With the exception of an elected executive or appointed administrator, the powers and responsibilities of county charter governments parallel those of their non-charter counterparts.
OTHER ELECTED AND APPOINTED OFFICERS:	The county district attorney, sheriff, coroner(s), and county clerk, must be elected. One home rule charter option permits a county to eliminate some of these offices or to alter their duties, subject to referendum.	Many charter counties have abolished the office of treasurer and incorporated these functions with those of a director of finance. The offices of sheriff, district attorney, coroner, and clerk, although based in the Constitution, may also be abolished or substantially modified.
SOURCE: Local Government Handbook, New York State Department of State, 1982; and New York's Local Government Structure: The Division of Responsibilities, New York State Legislative Commission on State-Local Relations, April 1983.		

	STRUCTURE AND OFFICERS OF CITY GOVERNMENT IN NEW YORK STATE	
HISTORICAL DEVELOPMENT:	The creation of cities was prompted by the need to provide services to large concentrations of people. There is no general law which grants authority for the incorporation of cities; the State Legislature may incorporate any community of any size as a city, regardless of population or physical size. Moreover, there is no formal progression from village to city status.	
LEGAL FRAMEWORK:	Most city charters, which set the legal parameters for city-wide government, have unique organizational schemes. This is because cities are created individually and reserve the right to revise their charters by local action.	
EXECUTIVE AND LEGISLATIVE AUTHORITY:	Generally, city government falls into four categories:	
Council-Manager	Executive An appointed professional manager is the administrative leader of city government. The manager reserves the right to appoint and remove department heads and prepare the budget, but may not veto council actions. The mayor is mainly a ceremonial figure.	Legislative The council is the policymaking body.
Strong Mayor-Council	An elected mayor is the chief executive and administrative head of the city. Unlike the city manager, the mayor has the authority to exercise veto powers over council actions.	The council approves the budget and makes policy.
Weak Mayor-Council	The mayor is mainly a ceremonial figure, with no veto power.	The council serves not only as the policymaking body, but controls a committee form of administrative leadership. It appoints and removes agency heads and prepares the budget.
Commission:	One of the commissioners assumes the ceremonial duties of mayor, on a rotating basis.	Individual commissioners are elected by the voters to head city departments and form a policymaking body.
SOURCE: Local Government Handbook, New York State Department of State, 1982; and New York's Local Government Structure: The Division of Responsibilities, New York State Legislative Commission on State-Local Relations, April 1983.		

STRUCTURE AND OFFICERS OF TOWN AND VILLAGE GOVERNMENTS IN NEW YORK STATE

	TOWNS	VILLAGES
HISTORICAL DEVELOPMENT:	Towns and cities encompass all lands within the State with the exception of Indian reservations which enjoy special legal status. Towns were originally created by the State Legislature as subunits of county government to perform state functions. Over the years, town governments have acquired status as true municipal corporations, with the authority to provide a variety of services, in accordance with the Town Law and in response to local needs and demands.	A village is an incorporated municipality, originally formed within towns to provide services for clusters of residents. By definition, a village, at the time of its incorporation, must have 500 or more inhabitants, contain no more than five square miles (unless part of a coterminous town or special district), and must not already be part of an existing city or village. Although the Village Law presently sets criteria for an initial village incorporation, a number of existing villages have populations and areas smaller than current minimum standards.
LEGAL FRAMEWORK:	The New York State Town Law provides the legal basis for each town's responsibility, as a municipal corporation to exercise home rule powers and discharge the duties of local government. In addition, with respect to the property, affairs, or structure of government, the State Legislature has authorized towns to adopt local laws superseding many specific provisions of the Town Law.	The Village Law governs the incorporation of new villages and the organization of most existing villages. A village may enact a local law superseding the application of any provision of the Village Law relating to the structure of government.
EXECUTIVE AUTHORITY:	The Town Law does not provide for a separate executive branch of town government. Although the town supervisor is often deemed the unofficial chief executive of town government, he/she is primarily part of the legislative branch as a member and presiding officer of the town board, without any additional tie-breaking or veto power. In accordance with the State Legislature's decision to grant towns the authority to supersede the Town Law, offices such as the town executive may be established. The Town Board may delegate powers and duties for such a position as they deem necessary.	As the village's chief executive officer, the mayor is generally responsible for law enforcement, budget preparation, and the appointment of department heads and nonelected officers and employees. Unless otherwise provided by local law or charter, the mayor is elected for a two-year term. In addition to his/her executive duties, the mayor presides over all meetings of the board of trustees and may vote on all questions, including tie-breaking decisions, coming before the body. Unless provided by local law, there is no mayoral veto power. In addition, villages may create the office of village manager to provide administrative supervision and discretion.
LEGISLATIVE AUTHORITY:	Each town elects a supervisor and town councilmen who comprise the town board. The board, in turn, exercises all legislative and executive powers.	The Board of Trustees, the legislative body of a village, consists of the mayor and four trustees. However, the board may increase or decrease the number of trustees, subject to mandatory referendum. Trustees are elected for two-year terms unless otherwise provided by local law. The village board is vested with board powers to govern the affairs of the village. Among these is the power to: provide for its own rules of procedure; adopt a budget and provide for the financing of village activities; and abolish or create offices, boards, agencies, and commissions to assist in administering village functions and duties.
SOURCE: Local Government Handbook, New York State Department of State, 1982; and New York's Local Government Structure: The Division of Responsibilities, New York State Legislative Commission on State-Local Relations, April 1983.		

FORMS OF COUNTY GOVERNMENT IN NEW YORK STATE, 1984

Rural Counties	County Seat	Form of Executive	Name of Legislative Body	Number of Members	Legislative Term of Office (Years)
Allegany	Belmont	Legislative Chairman	Bd. of Legislators	15	4
Cattaraugus	Little Valley	Legislative Chairman	County Legislature	25	2
Cayuga	Auburn	Legislative Chairman	County Legislature	21	2
Chautauque*	Mayville	Elected Executive	County Legislature	25	2
Chemung*	Elmira	Elected Executive	County Legislature	15	4
Chenango	Norwich	Board Chairman	Bd. of Supervisors	23	2
Clinton	Plattsburgh	Board Chairman	Bd. of Legislators	10	2
Columbia	Hudson	Board Chairman	Bd. of Supervisors	23	2
Cortland	Cortland	Legislative Chairman	County Legislature	19	2
Delaware	Delhi	Board Chairman	Bd. of Supervisors	19	2
Essex	Elizabethtown	Board Chairman	Bd. of Supervisors	18	2
Franklin	Malone	Legislative Chairman	County Legislature	7	2
Fulton	Johnstown	Board Chairman	Bd. of Supervisors	20	2
Genesee	Batavia	Legislative Chairman	County Legislature	9	2
Greene	Catskill	Legislative Chairman	County Legislature	12	2
Hamilton	Lake Pleasant	Board Chairman	Bd. of Supervisors	9	2
Herkimer*	Herkimer	Legislative Chairman	County Legislature	17	2
Jefferson	Watertown	Board Chairman	Bd. of Supervisors	34	2
Lewis	Lowville	Board Chairman	Legislative Board	10	2
Livingston	Geneseo	Board Chairman	Bd. of Supervisors	17	2
Madison	Wampsville	Board Chairman	Bd. of Supervisors	19	2
Montgomery	Fonda	Board Chairman	Bd. of Supervisors	18	2
Ontario	Canandaigua	Board Chairman	Bd. of Supervisors	21	2
Orleans	Albion	Legislative Chairman	County Legislature	7	2
Oswego	Oswego	Legislative Chairman	County Legislature	36	2
Otsego	Cooperstown	Board Chairman	Bd. of Representatives	14	2
Putnam*	Carmel	Elected Executive	County Legislature	9	2
Rensselaer*	Troy	Elected Executive	County Legislature	20	4
St. Lawrence	Canton	Board Chairman	Bd. of Legislators	22	2
Saratoga	Ballston Spa	Board Chairman	Bd. of Supervisors	23	2
Schenectady*	Schenectady	Appointed Manager	Bd. of Representatives	15	4
Schoharie	Schoharie	Board Chairman	Bd. of Supervisors	16	2
Schuyler	Watkins Glen	Legislative Chairman	County Legislature	8	2
Seneca	Waterloo	Board Chairman	Bd. of Supervisors	14	2
Steuben	Bath	Board Chairman	Bd. of Supervisors	34	2
Sullivan	Monticello	Board Chairman	Bd. of Supervisors	15	2
Tioga	Owego	Legislative Chairman	County Legislature	9	2
Tompkins*	Ithaca	Appointed Admin.	Bd. of Representatives	15	4
Ulster	Kingston	Legislative Chairman	County Legislature	33	2
Warren	Queensbury	Board Chairman	Bd. of Supervisors	19	2
Washington	Hudson Falls	Board Chairman	Bd. of Supervisors	17	2
Wayne	Lyons	Board Chairman	Bd. of Supervisors	15	2
Wyoming	Warsaw	Board Chairman	Bd. of Supervisors	16	2
Yates	Penn Yan	Legislative Chairman	County Legislature	13	2
Metropolitan Counties					
Albany*	Albany	Elected Executive	County Legislature	39	4
Broome*	Binghamton	Elected Executive	County Legislature	19	2
Dutchess*	Poughkeepsie	Elected Executive	County Legislature	35	2
Erie*	Buffalo	Elected Executive	County Legislature	20	2
Monroe*	Rochester	Elected Executive	County Legislature	29	2
Nassau*	Mineola	Elected Executive	Bd. of Supervisors	6	2
Niagara	Lockport	Legislative Chairman	County Legislature	31	2
Oneida*	Utica/Rome	Elected Executive	County Legislature	37	2
Onondaga*	Syracuse	Elected Executive	County Legislature	24	2
Orange*	Goshen	Elected Executive	County Legislature	21	4
Rockland	New City	Legislative Chairman	County Legislature	18	4
Suffolk*	Riverhead	Elected Executive	County Legislature	18	2
Westchester*	White Plains	Elected Executive	Bd. of Legislators	17	2

*Indicates county charter form of government.

SOURCE: Local Government Handbook, New York State Department of State, 1982.

**POPULATION CHANGES AND FORMS OF GOVERNMENT FOR
CITIES IN NEW YORK STATE, BY COUNTY 1971-1981**

Rural Counties	City	1970 Population	1980 Population	Percent Change	Form of Government
Cattaraugus	Olean	19,169	18,207	-5.0	Mayor-Council
	Salamanca	7,877	6,890	-12.5	Mayor-Council
Cayuga	Auburn	34,599	32,548	-5.9	Council-Manager
Chautauqua	Dunkirk	16,855	15,310	-9.2	Mayor-Council
	Jamestown	39,795	35,775	-10.1	Mayor-Council
Chemung	Elmira	39,945	35,327	-11.6	Council-Manager
Chenango	Norwich	8,843	8,082	-8.6	Mayor-Council
Clinton	Plattsburgh	18,715	21,057	+12.5	Mayor-Council
Columbia	Hudson	8,940	7,986	-10.7	Mayor-Council
Cortland	Cortland	19,621	20,138	+2.6	Mayor-Council
Fulton	Gloversville	19,677	17,836	-9.3	Mayor-Council
	Johnstown	10,045	9,360	-6.8	Mayor-Council
Genesee	Batavia	17,338	16,703	-3.7	Council-Manager
Herkimer	Little Falls	7,629	6,156	-19.3	Mayor-Council
Jefferson	Watertown	30,787	27,861	-9.5	Council-Manager
Madison	Oneida	11,658	10,810	-7.3	Mayor-Council
Montgomery	Amsterdam	25,524	21,872	-14.3	Mayor-Council
Ontario	Canandaigua	10,488	10,419	-1.0	Council-Manager
	Geneva	16,793	15,133	-9.9	Council-Manager
Oswego	Fulton	14,003	13,312	-5.0	Mayor-Council
	Oswego	20,913	19,793	-5.3	Mayor-Council
Otsego	Oneonta	16,030	14,933	-6.8	Mayor-Council
Rensselaer	Rensselaer	10,136	9,047	-10.7	Mayor-Council
	Troy	62,918	56,638	-10.0	Council-Manager
St. Lawrence	Ogdensburg	14,554	12,375	-15.0	Council-Manager
Saratoga	Mechanicville	6,247	5,500	-12.0	Commission
	Saratoga Springs	19,906	23,906	+20.1	Commission
Schenectady	Schenectady	77,958	67,972	-12.8	Mayor-Council
Steuben	Corning	15,792	12,953	-18.0	Mayor-Council
	Hornell	12,144	10,234	-15.7	Mayor-Council
Tompkins	Ithaca	26,226	28,732	+9.5	Mayor-Council
Ulster	Kingston	25,544	24,481	-4.2	Mayor-Council
Warren	Glens Falls	17,222	15,897	-7.7	Mayor-Council
Metropolitan Counties					
Albany	Albany	115,781	101,727	-12.1	Mayor-Council
	Cohoes	18,653	18,144	-2.7	Mayor-Council
	Watervliet	12,404	11,354	-8.5	Council-Manager
Broome	Binghamton	64,123	55,860	-12.9	Mayor-Council
Dutchess	Beacon	13,255	12,937	-2.4	Commission
	Poughkeepsie	32,029	29,757	-7.1	Council-Manager
Erie	Buffalo	462,768	357,870	-22.7	Mayor-Council
	Lackawanna	28,657	22,701	-20.8	Mayor-Council
	Tonawanda	21,898	18,693	-14.6	Mayor-Council
Monroe	Rochester	296,233	241,741	-18.4	Council-Manager
Nassau	Glen Cove	25,770	24,618	-4.5	Mayor-Council
	Long Beach	33,127	34,073	+2.8	Council-Manager
New York*	New York City	7,895,563	7,071,639	-10.4	Mayor-Council
Niagara	Lockport	25,399	24,844	-2.2	Mayor-Council
	Niagra Falls	85,615	71,384	-16.6	Council Manager
	North Tonawanda	36,012	35,760	-1.0	Mayor-Council
Oneida	Rome	50,148	43,826	-12.6	Mayor-Council
	Sherrill	2,986	2,830	-5.2	Council-Manager
	Utica	91,611	75,632	-17.4	Mayor-Council
Onondaga	Syracuse	197,297	170,105	-13.8	Mayor-Council
Orange	Middletown	22,607	21,454	-5.1	Mayor-Council
	Newburgh	26,219	23,438	-10.6	Council-Manager
Westchester	Port Jervis	8,852	8,699	-1.7	Mayor-Council
	Mount Vernon	72,778	66,713	-8.3	Mayor-Council
	New Rochelle	75,385	70,794	-6.1	Council-Manager
	Peekskill	19,283	18,236	-5.4	Council-Manager
	Rye	15,869	15,083	-5.0	Council-Manager
	White Plains	50,346	46,999	-6.6	Mayor-Council
	Yonkers	204,297	195,351	-4.4	Council-Manager

SUMMARY: (Cities in:)

Rural County	703,891	653,243	-7.2
Metropolitan County	10,011,212	8,897,762	-11.1
New York State	10,715,103	9,551,005	-10.9

* Includes all five boroughs.

SOURCES: Report of the Comptroller on Municipal Affairs, New York State Department of Audit and Control; and Local Government Handbook, New York State Department of State.

LOCAL GOVERNMENT ENTITIES IN NEW YORK STATE, BY COUNTY, 1981

GENERAL PURPOSE MUNICIPAL CORPORATIONS

Rural Counties	Counties	Cities	Towns	Villages	Total
Allegany	1	-	29	11	41
Cattaraugus	1	2	32	13	48
Cayuga	1	1	23	9	34
Chautauqua	1	2	27	15	45
Chemung	1	1	11	5	18
Chenango	1	1	21	7	30
Clinton	1	1	14	5	21
Columbia	1	1	18	4	24
Cortland	1	1	15	3	20
Delaware	1	-	19	10	30
Essex	1	-	18	6	25
Franklin	1	-	19	6	26
Fulton	1	2	10	3	16
Genesee	1	1	13	6	21
Greene	1	-	14	5	20
Hamilton	1	-	9	1	11
Herkimer	1	1	19	10	31
Jefferson	1	1	22	20	44
Lewis	1	-	17	9	27
Livingston	1	-	17	9	27
Madison	1	1	15	10	27
Montgomery	1	1	10	10	22
Ontario	1	2	16	8	27
Orleans	1	-	10	4	15
Oswego	1	2	22	10	35
Otsego	1	1	24	10	36
Putnam	1	-	6	3	10
Rensselaer	1	2	14	5	22
St. Lawrence	1	1	32	13	47
Saratoga	1	2	19	9	31
Schenectady	1	1	5	2	9
Schoharie	1	-	16	6	23
Schuyler	1	-	8	4	13
Seneca	1	-	10	5	16
Steuben	1	2	32	14	49
Sullivan	1	-	15	6	22
Tioga	1	-	9	6	16
Tompkins	1	1	9	6	17
Ulster	1	1	20	4	26
Warren	1	1	11	1	14
Washington	1	-	17	9	27
Wayne	1	-	15	9	25
Wyoming	1	-	16	9	26
Yates	1	-	9	4	14
Metropolitan Counties					
Albany	1	3	10	6	20
Broome	1	1	16	7	25
Dutchess	1	2	20	8	31
Erie	1	3	25	15	44
Monroe	1	1	20	10	32
Nassau	1	2	3	64	70
New York*	1	1	-	-	2
Niagara	1	3	12	5	21
Oneida	1	3	26	19	49
Onondaga	1	1	19	15	36
Orange	1	3	20	17	41
Rockland	1	-	5	13	19
Suffolk	1	-	10	29	40
Westchester	1	6	19	22	48
SUMMARY:					
Rural Counties	44	33	727	324	1,128
Metropolitan Counties	14	29	205	230	478
New York State	58	62	932	554	1,606

*Includes all five boroughs.

SOURCE: Report of the Comptroller on Municipal Affairs, New York State Department of Audit and Control, 1981.

**NET CHANGE IN NUMBER OF LOCAL GOVERNMENT ENTITIES IN NEW YORK STATE,
BY COUNTY, 1971-1981**

GENERAL PURPOSE MUNICIPAL CORPORATIONS

Rural Counties	Counties	Cities	Towns	Villages	Total
Allegany				-1	-1
Cattaraugus					
Cayuga					
Chautauqua					
Chemung					
Chenango					
Clinton					
Columbia					
Cortland					
Delaware					
Essex					
Franklin				-1	-1
Fulton					
Genesee					
Greene					
Hamilton					
Herkimer					
Jefferson					
Lewis			-1		-1
Livingston					
Madison					
Montgomery					
Ontario					
Orleans					
Oswego					
Otsego					
Putnam					
Rensselaer					
St. Lawrence					
Saratoga					
Schenectady					
Schoharie					
Schuyler					
Seneca					
Steuben				-1	-1
Sullivan					
Tioga					
Tompkins				1	1
Ulster				-1	-1
Warren					
Washington					
Wayne				-1	-1
Wyoming					
Yates					
Metropolitan Counties					
Albany					
Broome					
Dutchess					
Erie					
Monroe			1		1
Nassau					
New York*					
Niagara					
Oneida					
Onondaga					
Orange				1	1
Rockland					
Suffolk					
Westchester			1		1
SUMMARY:					
Rural Counties			-1	-4	-5
Metropolitan					
Counties			2	1	3
New York State			1	-3	-2

*Includes all five boroughs.

SOURCE: Report of the Comptroller on Municipal Affairs, New York State Department of Audit and Control, 1971 and 1981.

NUMBER OF SPECIAL PURPOSE DISTRICTS IN NEW YORK STATE, BY COUNTY, 1981

Rural Counties	School Districts	Fire*	Lighting	Sewer	Drainage	Water	Refuse and Garbage	Park	Consolidated Health	Other	Total
Allegany	15	31	13	6		10	1		1	4	81
Cattaraugus	15	46	18	5		9					93
Cayuga	7	22	17	3		16					65
Chautauqua	19	52	34	13	2	19	1	1		1	142
Chemung	3	27	16	1		9	1	2			60
Chenango	10	30	14	1		8			5		68
Clinton	9	26	22	13		23					93
Columbia	7	33	17	5		4	3				69
Cortland	5	15	2	2		8					32
Delaware	13	31	25			8			1		78
Essex	11	28	8	11		24	1	2		3	90
Franklin	7	25	12	2	1	9	1			2	59
Fulton	9	18	3	1					1		32
Genesee	8	16		2		11					37
Greene	6	25	27	5		11			1		75
Hamilton	8	13		1		5	1		1		29
Herkimer	11	27	18	4		17	2		3		82
Jefferson	13	29	22	1		7			11	1	84
Lewis	5	22	5	1		4			1	1	39
Livingston	8	20	13	3		7					51
Madison	10	24	25	3		15			6		83
Montgomery	5	14	2			1			7		29
Ontario	9	32	23	7	4	35		1	1		112
Orleans	5	11	9	1	2	9					37
Oswego	9	30	16	4		18					77
Otsego	13	39	29	1		6	1		5	1	95
Putnam	6	14	9	7		13	2	6		8	65
Rensselaer	13	41	21	16		16				2	109
St. Lawrence	18	43	32	11		7			5	2	118
Saratoga	12	34	21	6		17	2	9	4	3	108
Schenectady	7	26	19	15	6	22		5	1		101
Schoharie	7	19	6			1					33
Schuyler	2	9	1	1		2			3		18
Seneca	5	17	6	6		6	1				41
Stauben	17	40	17	6		8			4		92
Sullivan	10	47	42	28		18	1	1		3	150
Tioga	6	12	6	6		6			3		39
Tompkins	7	12	14	6	1	6					46
Ulster	10	55	41	8		18				4	138
Warren	9	16	11	5	1	18		2	2	1	65
Washington	11	20	8			1		1	5		46
Wayne	11	30	17	5	1	26	1		3	1	95
Wyoming	5	21	11	1		6					44
Yates	2	12	2	2		5			1		24
Metropolitan Counties											
Albany	13	35	13	4	1	15	1				82
Broome	13	52	39	29	22	43	1	1			200
Dutchess	15	32	22	20		21	1			2	113
Erie	29	81	378	119	109	166	11	3		3	899
Monroe	18	42	84	72	145	124	10	25		7	527
Nassau	56	69	3	5	1	29	16	24		32	235
New York*	1										1
Niagara	10	14	15	15	9	36	11			2	112
Oneida	18	44	75	35	7	72	2		2		255
Onondaga	18	60	173	237	142	167	6	8		2	813
Orange	17	45	20	67		39	5	2	1	3	199
Rockland	9	28	16	3		15	1	1		2	75
Suffolk	73	126	50	8		35	51	11		33	387
Westchester	49	59	22	116	4	43	4	14		19	330
SUMMARY:											
Rural Counties	398	1,154	674	225	18	489	19	32	77	38	3,124
Metropolitan Counties	339	687	910	730	440	805	120	89	3	105	4,228
New York State	737	1,841	1,584	955	458	1,294	139	121	80	143	7,352

*Includes Fire Districts and Fire Protection Districts.

**Includes all five boroughs.

SOURCE: Report of the Comptroller on Municipal Affairs, New York State Department of Audit and Control, 1981.

NET CHANGE IN NUMBER OF SPECIAL DISTRICTS IN NEW YORK STATE, 1971-1981

In sparsely populated geographic areas of New York State, the provision of some services on a town-wide basis is costly and impractical. Rather than levying taxes on an entire population when these services may only be needed by a few people, town boards, in accordance with the Town Law, may create "special districts." Thus, only citizens who actually benefit from a type of service are taxed for its use. Although some consolidation of special districts has occurred during the past decade, the number of special districts has increased overall.

Rural Counties	School Districts	Fire*	Lighting	Sewer	Drainage	Water	Refuse and Garbage	Park	Consolidated Health	Other	Net Total
Allegany			1	4		3	1		-7	4	6
Cattaraugus			1	4		1					6
Cayuga		-1				1			-1		-1
Chautauque			6	3		5	-1			-1	11
Chemung		2	1			6		1			10
Chenango						1					1
Clinton		1	2	3		6					12
Columbia				1		1					2
Cortland				1		3					4
Delaware		-1				2					1
Essex		3	1	2		4	1		-1	2	12
Franklin		1	2	2	1	7	1		-2	1	13
Fulton	-4	1	1								-2
Genesee						5			-1		4
Greene	-1	-3		5		2					3
Hamilton		1									1
Herkimer	-1	1	3	3		3				-1	8
Jefferson				1		3					4
Lewis						1					1
Livingston		1		2		1			-5		-1
Madison		-1	1	3		11					14
Montgomery	-2		-4								-6
Ontario		1	9	1	4	12		1			28
Orleans						2					2
Oswego		1		2		3			-5		1
Otsego		6	1	1		2					10
Putnam	-1		1	4		6				1	11
Rensselaer		1	-4	6		1				1	5
St. Lawrence		-1	1	4		1					5
Saratoga			3	3		3		8			17
Schenectady			2	2				1			5
Schoharie											0
Schuyler		1		1		1					3
Seneca			5			2					7
Stauben				3		2			-1		4
Sullivan		1	3	11		5					20
Tioga			4								4
Tompkins		1	-1	-6		-11					-17
Ulster	1	-1	1	5		3				3	12
Warren	-3	1		1		1				1	4
Washington								1			1
Wayne	1	1	1	5		2	1			1	12
Wyoming											0
Yates		1		1		2					4
Metropolitan Counties											
Albany	-2		-4	-1		2					-5
Broome	-2	2	1	-4	6	7		1	-1		10
Dutchess	1	-3	1	4	-1	6				-1	7
Erie	-1	-3	62	7	27	19	1	1	-2	1	112
Monroe	-1	-1	6	9	36	-4	1	12	-3	-2	53
Nassau	-1						1	3		2	5
New York**			1		3	-3	2		-1	1	0
Niagara			13	14	6	10	2		-6		39
Oneida	-2			20	56	29		1	-2	1	104
Onondaga		-1		25		8	1	2			39
Orange		2	1	-40							-40
Rockland		-1								1	1
Suffolk	-2	-1	-126			4				15	-110
Westchester	3	-1		65	1	-26	-2	5		-1	44
SUMMARY:											
Rural Counties	-10	18	41	78	5	103	3	12	-25	13	238
Metropolitan Counties	-7	-5	-45	99	134	52	6	25	-15	17	261
New York State	-17	13	-4	177	139	155	9	37	-40	30	499

*Includes Fire Districts and Fire Protection Districts.

**Includes all five boroughs.

SOURCE: Report of the Comptroller on Municipal Affairs, New York State Department of Audit and Control, 1971 and 1981.

DEFINITION OF EXPENDITURES

The following definitions generally apply to expenditures at the county, city, town, and village levels, which appear in the Tables and Charts found in this report:

Expenditures by Function

General Government: Includes expenditures for executive, legislative, judicial, and financial operations.

Education: Includes expenditures for community colleges and other educational costs at the county level.

Public Safety: Expenditures for police service (including sheriff, jail, rehabilitation services, probation, etc.), fire prevention and protection, and other public safety measures (such as dog warden, building inspection, civil defense, etc.).

Health: Includes total expenditures for medical facilities, medical personnel, public health and ambulance services, registrar of vital statistics, and other health services. Mental health programs and addiction control services are included at the county level.

Transportation: Expenditures for maintenance and improvement of roads and bridges, landscaping of roads, snow removal, street lighting, and other transportation related activities.

Economic Assistance: Expenditures to promote the economic welfare of a locality's residents. Social service programs are included at the county and city levels.

Culture: Expenditures for libraries, museums, performing arts, parks and playgrounds, youth and adult recreation, festival, etc.

Home and Community Services: Expenditures for the operation and administration of utility systems (water and sewer). Also included are expenditures for garbage collection and disposal, cemeteries, drainage, conservation purposes, and other home and community services.

Expenditures by Object

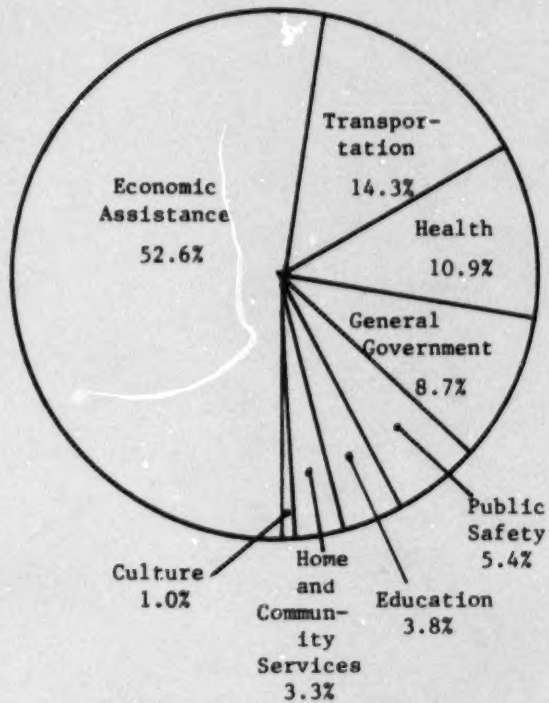
Current Operations: Total expenditures for operating costs. Included in current operations are expenses incurred for personnel services, employee benefits, and contractual expenses.

Equipment and Capital Outlay: Expenses incurred for equipment purchases, and the construction, improvement and acquisition of fixed assets (municipal facilities, public buildings, real property, streets, highways, bridges, and sewers).

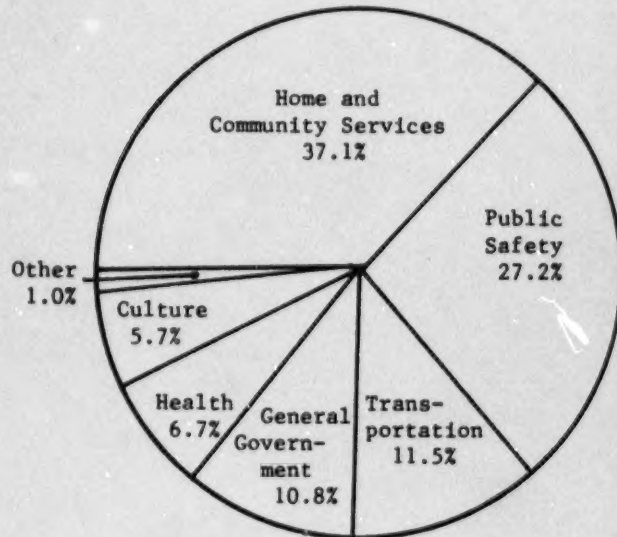
SOURCE: Report of the Comptroller on Municipal Affairs, New York State Department of Audit and Control, 1981.

EXPENDITURE PATTERNS FOR
COUNTIES, CITIES, TOWNS, AND VILLAGES
IN RURAL NEW YORK STATE, 1981

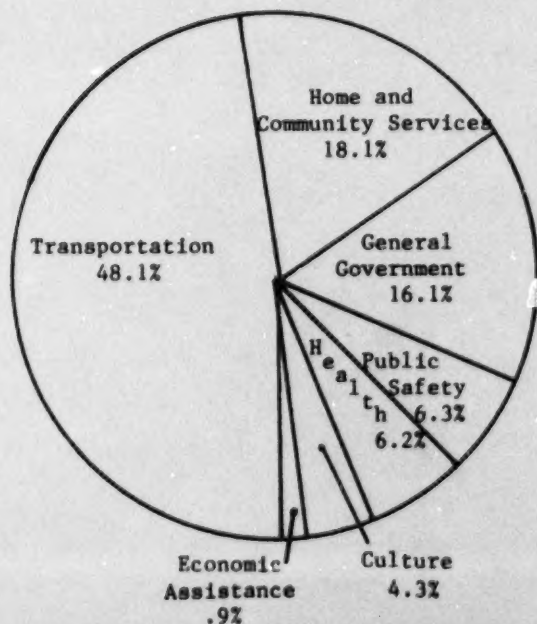
COUNTY EXPENDITURES



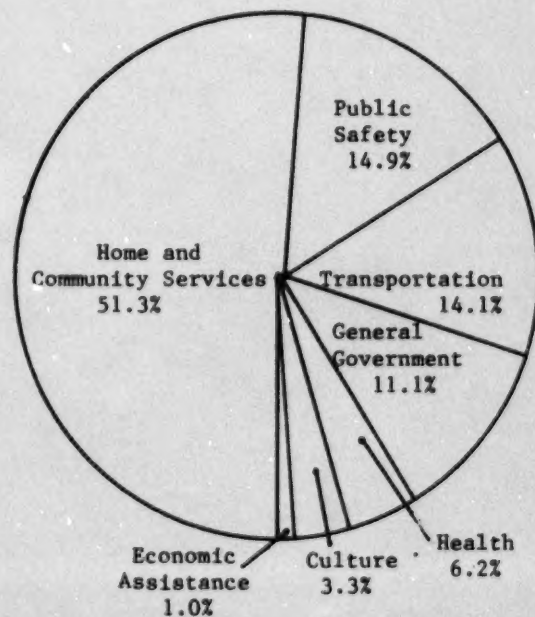
CITY EXPENDITURES



TOWN EXPENDITURES



VILLAGE EXPENDITURES



**SUMMARY OF EXPENDITURES BY NEW YORK STATE'S
RURAL COUNTIES, 1981 (MILLIONS OF DOLLARS)***

FUNCTIONS

Rural Counties	General Government	Education	Public** Safety	Health	Trans- portation	Economic Assistance	Culture	Home Services	Total
Allegany	1.7	.2	1.1	1.1	3.9	15.9	.1	.6	24.6
Cattaraugus	5.5	1.3	1.6	8.5	6.9	21.3	.3	1.0	46.4
Cayuga	2.5	1.3	1.5	4.5	5.6	19.6	.4	.4	35.8
Chautauque	5.0	1.4	4.0	3.5	9.1	44.2	.5	3.3	71.0
Chemung	4.2	2.3	2.7	8.6	5.3	20.2	1.5	4.4	49.2
Chenango	1.8	.3	.8	1.3	4.6	10.1	.1	.8	19.8
Clinton	2.4	2.1	1.4	2.0	3.7	20.9	.2	1.0	33.7
Columbia	1.7	1.2	1.2	1.7	4.1	12.9	.1	.6	23.5
Cortland	2.4	.5	1.5	1.7	3.3	13.4	.2	.7	23.7
Delaware	1.4	.4	.6	1.2	4.3	14.8	.1	.5	23.3
Essex	1.7	.7	.7	1.5	3.4	16.1	.2	.4	24.7
Franklin	1.8	.6	.9	1.3	2.6	18.7	.2	.2	26.3
Fulton	2.2	1.1	1.3	1.2	2.1	16.9	.1	1.2	26.1
Genesee	2.6	1.1	1.9	5.4	4.7	12.8	.3	.5	29.3
Greene	2.2	1.8	1.0	10.5	5.0	9.5	.1	.2	30.3
Hamilton	.7	.1	.1	.2	1.3	1.2	.1	.1	3.8
Herkimer	1.6	.7	.8	.8	3.8	16.7	.2	.8	23.4
Jefferson	3.3	1.3	1.8	1.7	5.7	28.8	0	.3	42.9
Lewis	1.3	.2	.6	7.9	1.4	6.3	0	.2	17.9
Livingston	1.6	.5	1.9	1.5	2.7	13.3	.3	1.1	22.9
Madison	2.4	.6	1.4	1.9	4.5	13.2	.1	.8	24.9
Montgomery	2.6	1.3	1.1	1.3	3.0	15.7	.2	.7	25.9
Ontario	3.7	2.6	4.2	1.6	4.2	14.2	.3	1.5	32.3
Orleans	1.6	.7	1.4	3.1	1.7	11.4	.2	.5	20.6
Oswego	4.0	.8	3.0	3.4	10.0	28.2	.4	3.1	52.9
Otsego	1.7	.5	.7	1.0	4.3	15.9	.1	.3	24.5
Putnam	4.6	1.3	3.4	2.9	3.6	8.3	.4	.4	24.9
Rensselaer	4.9	4.8	3.1	11.5	5.3	34.6	.8	2.6	67.6
St. Lawrence	4.3	.4	2.3	2.6	6.3	35.9	.3	.7	52.8
Saratoga	4.0	3.3	2.6	2.5	4.4	26.3	.3	6.4	49.8
Schenectady	5.2	3.0	2.0	10.1	3.6	30.5	2.3	.4	57.1
Schoharie	1.3	.2	.7	.8	2.7	5.7	0	.2	11.6
Schuyler	.7	.2	.6	.4	1.7	2.4	0	.2	6.2
Seneca	1.1	.4	.8	.8	1.3	3.6	.1	2.1	10.2
Steuben	3.4	.9	2.1	2.0	9.4	18.8	.3	2.1	39.0
Sullivan	3.6	2.0	2.8	5.3	9.0	14.6	.2	.6	38.1
Tioga	1.6	.5	1.5	1.0	1.7	9.8	0	.3	16.4
Tompkins	2.7	1.3	2.0	3.1	4.2	15.9	.9	.6	30.7
Ulster	7.3	3.9	2.9	9.7	9.3	34.2	.6	.5	68.4
Warren	3.1	.6	1.9	3.8	4.0	11.8	.4	1.1	26.7
Washington	1.7	.7	1.4	1.2	4.3	9.5	.1	.3	19.2
Wayne	3.6	1.4	2.3	1.7	6.9	13.8	.6	.8	31.1
Wyoming	1.0	.8	.9	10.5	3.5	7.0	.1	.2	24.0
Yates	.7	.3	.9	.4	1.8	2.1	.2	.4	6.8
SUMMARY:	118.4	51.6	73.4	148.7	194.2	715.0	13.9	45.1	1,360.3
Percent of Total:	8.7	3.8	5.4	10.9	14.3	52.6	1.0	3.3	100.0

*Expenditure information includes Current Operations and Equipment and Capital Outlay for each functional area.

**Includes Police, Fire, and other Public Safety.

SOURCE: Report of the Comptroller on Municipal Affairs, New York State Department of Audit and Control, 1981.

**SUMMARY OF EXPENDITURES BY CITIES IN NEW YORK STATE'S
RURAL COUNTIES, 1981 (MILLIONS OF DOLLARS)***

FUNCTIONS

Rural Counties	General Government	Education	Public** Safety	Health	Trans- portation	Economic Assistance	Culture	Home and Communi- ty Services	Total
Cattaraugus	1.6		2.9	.1	2.1	.1	.9	3.9	11.6
Cayuga	1.6		5.2		2.4	.1	1.1	5.8	16.2
Chautauqua	3.0	.3	7.4	9.9	3.9	.2	1.9	17.5	44.1
Chemung	1.6		6.1		2.0		.8	3.1	13.6
Chemungo	.4		.9		.4		.2	1.8	3.7
Clinton	.9		2.8		.7		.7	10.8	15.9
Columbia	.4		.6		.5	.1	.1	.7	2.4
Cortland	.5		2.5		1.1	.1	.5	2.9	7.6
Fulton	1.4		3.6		1.4	.2	.3	6.0	12.9
Genesee	.9		2.1		.8		.5	2.3	6.6
Herkimer	.4		.5		.4		.2	1.4	2.9
Jefferson	1.8		5.3	.1	1.8		1.2	5.2	15.4
Madison	.9		1.2	8.7	.7	.2	.3	13.8	25.8
Montgomery	.9		2.1		1.5		.4	1.7	6.6
Ontario	1.2		2.9	.1	1.5	.1	.7	5.7	12.2
Oswego	3.8		5.3	.1	4.7	.3	1.3	9.1	24.6
Otsego	.8		1.8		1.5	.1	.6	2.0	6.8
Rensselaer	5.1		11.2		2.2	.5	1.4	10.3	30.7
St. Lawrence	.5		1.7		.6		.5	2.7	6.0
Saratoga	1.6		3.9	.1	2.1	.2	.8	2.4	11.1
Schenectady	4.2		14.3	.7	2.5	.6	1.8	11.1	35.2
Steuben	.8		2.7	.2	1.1	.1	.9	3.5	9.3
Tompkins	1.6		4.3		2.1	.1	1.5	2.4	12.0
Ulster	1.5		3.9	4.0	1.7		.8	3.6	15.5
Warren	1.2		2.4	.1	1.5	.2	1.0	3.2	9.6
SUMMARY:	38.6	.3	97.6	24.1	41.2	3.2	20.4	132.9	358.3
Percent of Total	10.8	.1	27.2	6.7	11.5	.9	5.7	37.1	100.0

*Expenditure information includes Current Operations and Equipment and Capital Outlay for each functional area.

**Includes Police, Fire, and other Public Safety.

SOURCE: Report of the Comptroller on Municipal Affairs, New York State Department of Audit and Control, 1981.

**SUMMARY OF EXPENDITURES BY TOWNS IN NEW YORK STATE'S
RURAL COUNTIES, 1981 (MILLIONS OF DOLLARS)***

FUNCTIONS

Rural Counties	General Government	Public Safety**	Health	Trans- portation	Economic Assistance	Culture	Home and Community Services	Total
Allegany	1.0	.4	.1	5.1	.1	.1	.8	7.6
Cattaraugus	1.5	.4		5.3		.2	.5	7.9
Cayuga	1.4	.2		3.9	.1	.1	.8	6.5
Chautauqua	2.4	1.2		7.2		.4	1.9	13.1
Chemung	1.5	.5		3.1		.3	.8	6.2
Chenango	.7	.2		3.2	.1	.1	.1	4.4
Clinton	1.8	.2	.1	4.3	.2	.4	2.5	9.5
Columbia	1.2	.4		4.0		.1	1.7	7.4
Cortland	.7	.1		2.0		.1	.3	3.1
Delaware	1.2	.1	4.7	5.5		.1	.6	12.1
Essex	1.9	.4	.2	4.5	.3	2.4	3.5	13.1
Franklin	1.4	.2	.1	4.5	.2	.8	.3	7.5
Fulton	.5	.2		2.1	.1	.1	.2	3.2
Genesee	1.1	.2		2.9		.2	.8	5.2
Greene	1.2	.5	.1	3.0		.2	.6	5.6
Hamilton	.7	.1	.2	1.6	.1	.3	.6	3.6
Herkimer	1.4	.3	5.1	3.9	.2	.4	2.5	13.8
Jefferson	1.6	.2	.1	5.7	.1	.3	.8	8.8
Lewis	.7	.1		2.8			.1	3.7
Livingston	1.2	.3		4.2		.2	.7	6.6
Madison	1.1	.2	.1	3.5	.1	.2	1.3	6.5
Montgomery	.8	.2		2.1		.1	.2	3.4
Ontario	1.9	.6		6.3		.5	2.7	12.0
Orleans	.8	.1		2.0		.1	.2	3.2
Oswego	2.0	.7	.1	5.9		.3	1.1	10.1
Otsego	.9	.3	.1	4.8		.1	1.1	7.3
Putnam	3.2	3.5		5.6	.1	1.0	1.9	15.3
Rensselaer	2.1	1.2		5.4	.1	.5	3.9	13.2
St. Lawrence	2.5	.4	7.1	8.7	.1	1.1	2.4	22.3
Saratoga	2.2	.8	.2	5.3	.2	.8	2.4	11.9
Schenectady	2.4	3.0	.1	3.3	.1	.4	6.0	15.3
Schoharie	.5	.1		2.3		.1	.1	3.1
Schuyler	.3	.1		1.8			.1	2.3
Seneca	.7	.2	2.6	1.6		.2	.8	6.1
Steuben	1.8	.5	.1	6.3	.1	.3	.3	9.4
Sullivan	2.4	1.1	.1	8.9	.1	1.5	5.3	19.4
Tioga	.8	.1		3.6		.2	.9	5.6
Tompkins	1.0	.5		3.7		.2	2.0	7.4
Ulster	4.0	2.4	.1	9.3	.7	1.1	9.6	27.2
Warren	1.8	1.0	2.3	3.9	.2	.5	2.6	12.3
Washington	.9	.3		3.9	.1	.2	.7	6.1
Wayne	2.4	.8	.3	5.6	.1	.5	4.8	14.5
Wyoming	.7	.2	.3	3.4		.2	.2	5.0
Yates	.4	.1		1.7			.2	2.4
SUMMARY:	62.7	24.6	24.2	187.7	3.5	16.9	70.9	390.5
Percent of Total	16.1	6.3	6.2	48.1	.9	4.3	18.1	100.0

*Expenditure information includes Current Operations and Equipment and Capital Outlay for each functional area.

**Includes Police, Fire Protection, and Other Public Safety.

SOURCE: Report of the Comptroller on Municipal Affairs, New York State Department of Audit and Control, 1981.

**SUMMARY OF EXPENDITURES BY VILLAGES IN NEW YORK STATE'S
RURAL COUNTIES, 1981 (MILLIONS OF DOLLARS)***

FUNCTIONS

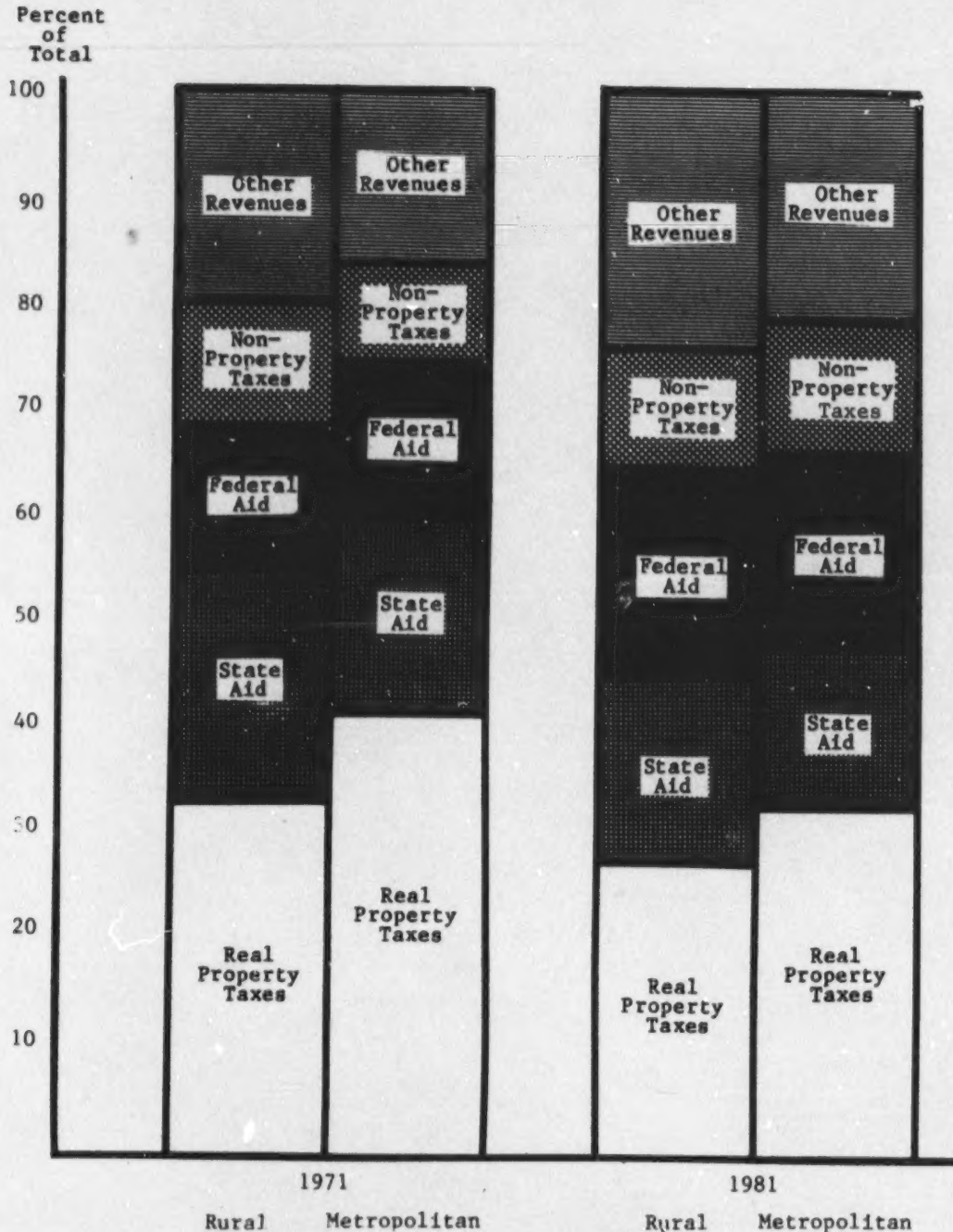
Rural Counties	General Government	Public Safety**	Health	Trans- portation	Economic Assistance	Culture	Home and Community Services	Total
Allegany	.8	1.2	5.1	.9		.1	2.8	10.9
Cattaraugus	.6	.6		.8	.1	.1	5.8	8.0
Cayuga	.3	.2		.4	.1	.1	2.2	3.3
Chautauque	1.2	1.9		2.0	.1	.4	5.4	11.0
Chemung	.6	.8		.7		.1	.5	2.7
Chenango	.3	.4		.5			2.2	3.4
Clinton	.4	.3		.3	.1	.1	3.6	4.8
Columbia	.2	.2		.3			3.7	4.4
Cortland	.2	.2		.4		.1	1.3	2.2
Delaware	1.0	.6		1.2		.2	2.5	5.5
Essex	.4	.5		.6	.1	.1	3.7	5.4
Franklin	.6	1.3		.8	.2	.2	6.1	9.2
Fulton	.1	.1		.2			.1	.5
Genesee	.4	.4		.3		.2	1.7	3.0
Greene	.5	.7		.6	.1	.1	2.6	4.6
Hamilton	.1			.1			.1	.3
Herkimer	1.0	2.0	3.7	1.2	.1	.4	4.3	12.7
Jefferson	.7	.5		1.3	.2	.2	2.6	5.5
Lewis	.3	.4		.3		.1	.7	1.8
Livingston	.7	1.1		1.0		.3	1.9	5.0
Madison	.5	.9		.8	.1	.2	2.1	4.6
Montgomery	.7	.3		.5	.1	.2	2.0	3.9
Ontario	.6	.3		.7	.1	.1	1.2	3.0
Orleans	.6	1.1	.1	.7	.1	.1	5.2	7.9
Oswego	.3	.4		.4		.2	3.0	4.3
Otsego	.4	.2		.5		.1	1.4	2.6
Putnam	.2	.3		.2			.4	1.1
Rensselaer	.3	.4		.3		.1	1.4	2.5
St. Lawrence	1.3	2.4	.1	1.7	.2	.6	4.4	10.7
Saratoga	.6	.8		1.0		.2	1.0	3.6
Schenectady	.2	.7		.3		.1	.7	2.0
Schoharie	.2	.3		.3		.1	.7	1.6
Schuyler	.1	.2		.2		.1	1.0	1.6
Seneca	.5	.7		.7		.1	2.4	4.4
Steuben	1.0	.9	.1	1.1	.1	.2	7.0	10.4
Sullivan	1.0	1.3		1.1	.1	.2	3.3	7.0
Tioga	.4	.8		.6		.2	1.6	3.6
Tompkins	.5	.6		.5		.1	1.9	3.6
Ulster	.5	1.1		.6	.1	.2	2.5	5.0
Warren	.2	.2		.2		.1	.3	1.0
Washington	.7	1.2		1.1	.1	.2	2.1	5.4
Wayne	1.5	1.7		1.3	.1	.3	2.8	7.7
Wyoming	.4	.9		.9		.3	4.6	7.1
Yates	.3	.4		.3		.1	1.8	2.9
SUMMARY:	23.4	31.3	9.1	29.9	2.2	6.9	108.7	211.7
Percent of Total	11.1	14.9	4.3	14.1	1.0	3.3	51.3	100.0

*Expenditure information includes Current Operations and Equipment and Capital Outlay for each functional area.

**Includes Police, Fire Protection, and Other Public Safety.

SOURCE: Report of the Comptroller on Municipal Affairs, New York State Department of Audit and Control, 1981.

SOURCE OF REVENUES FOR LOCAL GOVERNMENT IN NEW YORK STATE 1971-81
(COUNTIES, CITIES, TOWNS, AND FIRE DISTRICTS, EXCLUDING N.Y.C.)



SOURCE: REPORT OF THE COMPTROLLER ON MUNICIPAL AFFAIRS,
NYS DEPARTMENT OF AUDIT AND CONTROL, 1981.

**SUMMARY OF TOTAL REVENUES IN NEW YORK STATE'S COUNTIES, CITIES, TOWNS,
VILLAGES, AND FIRE DISTRICTS, BY COUNTY, 1971 (MILLIONS OF DOLLARS)**

Rural Counties	Real Property Taxes	Non- Property Taxes	State Aid	Federal Aid	Other Revenues	Total Revenues
Allegany	4.2	1.6	3.3	2.3	4.4	15.8
Cattaraugus	8.2	4.7	6.4	5.4	4.0	28.7
Cayuga	7.7	4.1	7.4	4.2	5.1	28.5
Chautauqua	13.9	8.6	10.3	8.1	15.6	56.5
Chemung	7.9	6.4	7.1	4.8	5.1	31.3
Chenango	3.8	1.4	3.6	2.2	2.3	13.3
Clinton	4.9	4.0	5.8	3.8	5.4	23.9
Columbia	6.3	0.0	3.1	1.8	1.6	12.8
Cortland	3.6	2.8	3.4	1.6	1.7	13.1
Delaware	6.0	0.0	3.2	1.8	2.5	13.5
Essex	4.6	2.6	3.0	2.2	2.9	15.3
Franklin	4.3	2.2	3.5	2.7	2.7	15.4
Fulton	4.7	2.8	3.6	4.9	2.4	18.4
Genesee	5.8	2.8	7.5	2.0	3.8	21.9
Greene	4.2	2.0	2.8	2.2	3.4	14.6
Hamilton	2.7	0.4	0.4	0.2	0.5	4.2
Herkimer	7.4	0.1	4.5	2.6	8.3	22.9
Jefferson	7.2	5.9	7.2	4.1	5.6	30.0
Lewis	3.1	0.1	1.9	0.9	2.6	8.6
Livingston	3.7	1.9	2.7	1.3	3.0	12.6
Madison	5.6	2.3	3.7	2.4	5.5	19.5
Montgomery	4.2	2.9	4.0	2.0	2.4	15.5
Ontario	7.1	4.9	4.8	2.7	3.8	23.3
Orleans	3.2	1.8	2.4	1.9	1.9	11.2
Oswego	12.0	1.8	6.2	5.2	6.1	31.3
Otsego	4.0	2.2	4.1	2.2	2.6	15.1
Putnam	11.0	0.0	2.6	1.6	1.6	16.8
Rensselaer	14.8	5.6	10.7	6.4	9.1	46.6
St. Lawrence	7.9	5.5	9.3	6.4	7.3	36.4
Saratoga	10.8	1.7	5.6	2.7	3.7	24.5
Schenectady	23.2	0.5	9.5	5.8	9.2	48.2
Schoharie	2.9	0.0	1.5	0.6	1.2	6.2
Schuyler	1.6	0.7	1.2	0.7	0.8	5.0
Seneca	3.7	0.0	2.0	1.2	3.1	10.0
Steuben	7.5	3.3	6.7	4.0	5.8	27.3
Sullivan	11.6	3.5	5.7	4.2	4.3	29.3
Tioga	2.9	1.5	3.1	2.5	2.2	12.2
Tompkins	6.3	4.1	5.5	2.9	11.0	29.8
Ulster	15.3	4.6	8.9	4.7	5.9	39.4
Warren	5.5	4.8	3.4	2.1	3.7	19.5
Washington	4.9	1.9	3.2	2.3	1.5	13.8
Wayne	7.0	2.8	4.9	3.3	4.6	22.6
Wyoming	4.3	0.0	1.9	0.9	6.3	13.4
Yates	1.4	1.1	1.3	0.9	1.3	6.0

Metropolitan Counties

Albany	30.8	21.9	20.7	16.5	16.8	106.7
Broome	27.0	9.5	15.2	13.5	26.9	92.1
Dutchess	25.7	1.7	10.3	8.2	7.2	53.1
Erie	178.3	34.6	84.5	59.0	78.4	434.8
Monroe	99.9	37.4	55.7	78.2	65.4	336.6
Nassau	334.4	76.5	125.3	80.1	90.6	706.9
Niagara	29.2	13.9	22.0	12.9	20.4	98.4
Oneida	34.0	0.4	19.8	16.3	20.2	90.7
Onondaga	65.8	31.2	38.0	32.8	30.8	198.6
Orange	33.6	0.3	14.0	14.5	9.6	72.0
Rockland	39.0	0.1	20.2	15.8	15.3	90.4
Suffolk	154.6	47.0	60.1	57.1	37.4	356.2
Westchester	181.0	8.0	71.1	58.3	49.9	368.3

SUMMARY:

Rural Counties	292.9	111.9	202.9	128.7	187.8	924.2
Metropolitan Counties	1,233.3	282.5	556.9	463.2	468.9	3,004.8
New York State	1,526.2	394.4	759.8	591.9	656.7	3,929.0

% of TOTAL:

Rural Counties	31.7	12.1	22.0	13.9	20.3	100.0
Metropolitan Counties	41.0	9.4	18.5	15.4	15.6	100.0
New York State	38.8	10.0	19.3	15.1	16.7	100.0

SOURCE: Report of the Comptroller on Municipal Affairs, New York State Department of Audit and Control, 1971

**SUMMARY OF TOTAL REVENUES IN NEW YORK STATE'S COUNTIES, CITIES, TOWNS,
VILLAGES, AND FIRE DISTRICTS, BY COUNTY, 1981 (MILLIONS OF DOLLARS)**

Rural Counties	Real Property Taxes	Non- Property Taxes	State Aid	Federal Aid	Other Revenues	Total Revenues
Allegany	9.1	4.7	7.9	10.9	12.2	44.8
Cattaraugus	14.4	10.4	13.1	16.6	18.2	72.7
Cayuga	17.1	7.7	11.2	13.8	11.6	61.4
Chautauqua	27.6	19.8	22.2	27.4	44.6	141.6
Chemung	16.6	14.2	12.7	11.9	19.4	74.8
Chenango	8.7	3.4	6.4	7.8	5.7	32.0
Clinton	8.7	9.5	12.3	18.9	18.3	67.7
Columbia	10.8	4.3	7.1	8.8	7.7	38.7
Cortland	8.8	6.4	7.7	9.2	5.1	37.2
Delaware	13.7	0.1	6.7	8.7	13.4	42.6
Essex	9.6	4.9	6.4	10.6	11.6	43.1
Franklin	7.6	4.7	7.7	12.7	8.6	41.3
Fulton	8.2	5.4	10.8	9.7	8.5	42.6
Genesee	7.5	8.1	7.8	8.1	12.4	43.9
Greene	8.2	5.5	4.4	5.1	15.4	38.6
Hamilton	4.1	0.6	0.8	0.6	1.5	7.6
Herkimer	17.2	0.2	8.5	11.9	18.6	56.4
Jefferson	16.2	11.3	14.3	19.3	12.8	73.9
Lewis	6.5	0.0	3.6	4.2	9.6	23.9
Livingston	9.0	3.8	4.6	3.6	13.4	34.4
Madison	13.1	4.3	9.0	19.1	20.0	65.5
Montgomery	10.4	5.5	7.4	7.5	12.3	43.1
Ontario	11.1	14.7	9.0	8.6	16.3	59.7
Orleans	6.1	3.3	5.0	6.7	6.7	27.8
Oswego	33.0	5.4	15.1	24.1	14.9	92.5
Otsego	10.5	4.3	8.1	9.5	8.4	40.8
Putnam	22.5	4.2	6.0	4.3	6.9	43.9
Rensselaer	24.7	10.9	22.9	24.1	24.7	107.3
St. Lawrence	15.7	13.1	17.3	23.2	21.7	91.0
Saratoga	24.6	7.2	13.1	14.0	18.3	77.2
Schenectady	42.0	1.9	20.3	20.0	25.1	109.3
Schoharie	7.1	0.0	3.5	3.6	2.6	16.8
Schuyler	2.8	1.6	1.6	1.2	1.8	10.0
Seneca	7.0	0.2	2.5	3.7	5.3	18.7
Steuben	12.2	12.1	11.3	13.7	15.9	65.2
Sullivan	22.4	11.1	9.1	11.4	11.6	65.6
Tioga	8.3	3.5	5.4	5.7	3.8	26.7
Tompkins	11.3	12.1	11.4	9.7	14.6	59.1
Ulster	54.4	22.7	20.0	25.2	19.4	141.7
Warren	10.8	11.0	8.7	9.7	11.4	51.6
Washington	9.3	4.2	5.2	4.8	6.3	29.8
Wayne	15.1	6.5	8.7	9.8	15.5	55.6
Wyoming	9.1	2.6	4.8	4.7	15.3	36.5
Yates	3.4	1.9	1.9	2.3	2.7	12.2

Metropolitan Counties

Albany	65.0	52.2	46.1	43.9	62.6	269.8
Broome	33.4	35.6	27.3	42.4	44.8	183.5
Dutchess	53.4	16.3	26.8	27.0	28.1	151.6
Erie	265.3	108.6	195.3	277.5	212.4	1,059.1
Monroe	169.5	97.1	109.6	164.3	161.3	701.8
Nassau	547.9	127.1	106.4	189.8	382.4	1,353.6
Niagara	49.2	33.2	39.4	48.7	53.6	224.1
Oneida	54.4	3.6	34.1	45.1	48.0	185.2
Onondaga	113.5	72.5	80.8	99.3	93.4	459.5
Orange	66.1	1.7	31.3	37.7	38.0	174.8
Rockland	93.2	0.9	35.7	31.1	63.8	224.7
Suffolk	370.7	180.2	163.7	256.8	137.0	1,108.4
Westchester	366.0	105.6	150.9	144.3	200.1	966.9

SUMMARY:

Rural Counties	617.5	289.3	403.5	486.4	570.1	2,366.8
Metropolitan Counties	2,247.6	834.6	1,047.4	1,407.9	1,525.5	7,063.0
New York State	2,865.1	1,123.9	1,450.9	1,894.3	2,095.6	9,429.8

% of TOTAL:

Rural Counties	26.1	12.2	17.0	20.6	24.1	100.0
Metropolitan Counties	31.8	11.8	14.8	19.9	21.6	100.0
New York State	30.4	11.9	15.4	20.1	22.2	100.0

SOURCE: Report of the Comptroller on Municipal Affairs, New York State Department of Audit and Control, 1981.

**EXAMINING THE ABILITY OF RURAL LOCALITIES TO SUPPORT LOCAL GOVERNMENT
SERVICES (SELECTED INDICATORS FOR SEVERAL COMMUNITIES)**

Municipality	County	1980 Population	Per Capita Income*	Per Capita Real Prop- erty (Full Value) Assessment (Thousands)	Per Capita Property Tax Levy	% Full Value Tax- Exempt Property
TYPE A: MUNICIPALITIES WITH LOW BUSINESS/INDUSTRIAL TAX BASE AND LOW PERCENTAGE OF TAX-EXEMPT PROPERTIES, 1981						
Clifton Park	Saratoga	23,989	\$9,123	\$21.6	\$ 32	14.0
Bristol	Ontario	1,882	7,045	18.2	69	3.3
Kinderhook	Columbia	7,674	7,034	15.2	19	13.7
Catskill	Greene	11,453	6,360	17.5	45	12.8
Forestburgh	Sullivan	796	6,184	43.3	368	16.2
Conesus	Livingston	1,970	6,107	16.7	140	4.3
Barre	Orleans	2,164	5,960	15.0	114	1.4
Cape Vincent	Jefferson	1,823	5,622	24.4	144	2.5
Benson	Hamilton	156	5,536	92.9	621	.7
Pierrepont	St. Lawrence	2,207	5,506	14.4	122	4.2
Andes	Delaware	1,312	5,188	38.0	235	2.4
Denning	Ulster	474	4,689	77.9	524	5.7

TYPE B: MUNICIPALITIES WITH LOW BUSINESS/INDUSTRIAL TAX BASE AND SIGNIFICANT PERCENTAGE TAX-EXEMPT PROPERTIES						
Scriba	Oswego	5,455	\$6,668	\$110.8	\$109	41.0
Perrysburg	Cattaraugus	2,180	5,930	20.7	74	49.5
White Creek	Washington	2,988	5,657	23.1	32	51.7
Schoharie	Schoharie	3,107	5,542	21.1	33	44.2
Perth	Fulton	3,261	5,532	21.3	34	50.0
Philadelphia	Jefferson	1,417	4,913	15.1	70	46.6
Pharsalia	Chenango	606	4,058	27.1	116	40.6
Delaware	Sullivan	2,783	5,412	28.8	110	41.9
Tioga	Tioga	4,432	6,357	23.4	211	53.8

TYPE C: MUNICIPALITIES WITH SIGNIFICANT BUSINESS/INDUSTRIAL TAX BASE AND LOW PERCENTAGE OF TAX-EXEMPT PROPERTIES, 1981						
Victor	Ontario	5,784	\$8,327	\$30.7	\$ 48	13.8
LeRoy	Genesee	8,019	6,948	16.3	13	11.5
Lake George	Warren	3,394	6,935	44.8	219	14.5
Arcade	Wyoming	3,714	6,541	16.7	43	14.2
Bainbridge	Chenango	3,331	6,422	16.8	54	10.1

TYPE D: MUNICIPALITIES WITH SIGNIFICANT BUSINESS/INDUSTRIAL TAX BASE AND SIGNIFICANT PERCENTAGE OF TAX-EXEMPT PROPERTIES						
Oneonta	Otsego	14,933	\$7,089	\$15.0	\$106	49.0
Sidney	Delaware	6,856	6,309	20.9	40	40.0
Glens Falls	Warren	15,897	6,053	19.0	149	42.2
Johnstown	Fulton	9,360	5,847	17.3	82	47.9
Ogdensburg	St. Lawrence	12,375	5,305	17.2	92	59.9
Cortland	Cortland	20,138	5,208	16.9	94	47.5
Elmira	Chemung	35,327	5,161	16.8	132	43.1

*The 1980 average per capita personal income in New York State was \$7,500.

SOURCES: Summary Characteristics for Governmental Units and Standard Metro-
politan Statistical Areas, 1980 Census of Population and Housing,
Bureau of the Census, United States Department of Commerce; and
Report of the Comptroller on Municipal Affairs, New York State
Department of Audit and Control, 1981.

SALARIES OF SELECTED COUNTY OFFICIALS IN NEW YORK STATE-1983*

Rural County	1980 Total Pop.	Elected County Exec.	Appointed Co. Admin./Mgr.	County Board Chair 1983	Legislators/ Supervisors
Hamilton	5034			\$10,700 F/T	\$6,480 F/T
Schuyler	17686			6,500 P/T	4,000 P/T
Yates	21459			6,200 P/T	3,000 P/T
Lewis	25035			5,000 P/T	3,500 P/T
Schoharie	29710			3,100 P/T	2,500 P/T
Seneca	33733			5,500 P/T	4,000 P/T
Essex	36176			11,800 F/T	8,400 P/T
Orleans	38496			5,800 P/T	4,800 P/T
Wyoming	39895			12,000 F/T	5,250 F/T
Greene	40861			8,000 P/T	4,500 P/T
Franklin	44929			12,500 P/T	9,500 P/T
Delaware	46824			16,000 F/T	4,000 P/T
Cortland	48820			12,500 F/T	5,000 P/T
Chenango	49344			19,950 P/T	6,400 P/T
Tioga	49812			17,730 P/T	6,500 P/T
Allegany	51742			11,200 P/T	5,700 P/T
Montgomery	53439		\$30,000 F/T	5,000 P/T	3,000 P/T
Washington	54795			8,455 P/T	5,510 P/T
Warren	54854		25,300 F/T	14,500 P/T	7,200 P/T
Fulton	55153			5,500 P/T	4,000 P/T
Livingston	57006			15,000 P/T	6,200 P/T
Otsego	59075			6,000 P/T	5,000 P/T
Genesee	59400			6,000 P/T	3,000 P/T
Columbia	59487			5,816 P/T	4,494 P/T
Madison	65150			9,800 P/T	6,500 P/T
Sullivan	65155		46,380 F/T	12,750 P/T	9,500 P/T
Herkimer	66714			8,300 P/T	4,600 P/T
Putnam	77193	\$46,500 F/T		10,000 P/T	8,000 P/T
Cayuga	79894			8,000 P/T	5,000 P/T
Clinton	80750		32,480 F/T	8,000 P/T	7,000 P/T
Wayne	84581			15,000 P/T	7,000 P/T
Cattaraugus	85697			9,000 P/T	5,000 P/T
Tompkins	87805		38,455 F/T	11,200 P/T	5,600 P/T
Jefferson	88151			7,000 P/T	5,500 P/T
Ontario	88909		39,250 F/T	5,600 P/T	7,250 P/T
Chemung	97656	37,165 F/T		8,067 P/T	5,755 P/T
Steuben	99217			12,059 P/T	2,894 P/T
Oswego	113901			10,000 P/T	5,000 P/T
St. Lawrence	114254		11,500 F/T	8,500 P/T	4,500 P/T
Chautauqua	146925	46,910 F/T		10,000 P/T	5,000 P/T
Schenectady	149946		48,579 F/T	9,700 P/T	8,000 P/T
Rensselaer	151966	49,081 F/T		15,515 P/T	8,560 P/T
Saratoga	153759		41,665 F/T	9,000 P/T	6,000 P/T
Ulster	158158		41,750 F/T	13,500 P/T	5,500 P/T
Metropolitan County					
Broome	213648	34,000 F/T		7,500 P/T	6,500 P/T
Niagara	227354			9,455 P/T	6,955 P/T
Dutchess	245055	40,000 F/T		10,000 P/T	5,500 P/T
Oneida	253466			13,000 P/T	5,000 P/T
Rockland	259530			13,000 P/T	11,000 P/T
Orange	259603	46,000 F/T		12,000 P/T	8,000 P/T
Albany	285909	35,000 P/T		10,500 P/T	7,000 P/T
Richmond	352121				
Onondaga	463920	54,303 F/T		21,522 P/T	12,522 P/T
Monroe	702238	68,872 F/T		45,000 F/T	15,000 P/T
Westchester	866599	81,485 P/T		33,455 P/T	17,955 P/T
Erie	1015472	63,932 F/T		34,224 F/T	27,256 P/T
Bronx	1168972				
Suffolk	1284231	65,000 F/T		41,000 P/T	30,000 P/T
Nassau	1321582	72,500 F/T			26,000 P/T
New York	1428285				
Queens	1891325				
Kings	2230936				

AVERAGE SALARY:

RURAL COUNTIES				
Full Time (F/T)	\$44,914	\$31,690	\$13,455	\$5,865
Part Time (P/T)	---	---	\$9,237	\$5,532
METROPOLITAN COUNTIES				
Full Time (F/T)	\$56,109	---	\$39,612	---
Part Time (P/T)	---	---	\$17,143	\$13,745

*Note: These figures represent baseline salaries only.

SOURCE: EXECUTIVE, LEGISLATIVE, AND ADMINISTRATIVE POSITIONS IN NEW YORK STATE COUNTIES, NYS ASSOCIATION OF COUNTIES, 1983.

**AVERAGE SALARIES FOR ELECTED VILLAGE AND CITY OFFICIALS
IN NEW YORK STATE, 1980**

VILLAGES				
Population Range	Mayor		Trustee	
	Salary	Range	Salary	Range
Under 3,000	\$1,185	(\$0-\$12,000)	\$ 599	(\$0-\$2580)
3,000- 5,999	\$2,585	(\$0-\$8,000)	\$1,354	(\$0-\$9,000)
6,000	\$4,875	(\$0-\$38,000)	\$2,282	(\$0-\$9,000)

CITIES				
Population Range	Mayor		Commissioner Alderman/Councilman	
	Salary	Range	Salary	Range
Under 10,000	\$4,419	(\$1,200- \$6,233)	\$2,741	(\$800- \$12,243)
10,000- 19,999	\$9,018	(\$0-\$21,000)	\$3,018	(\$0-\$15,000)
20,000- 29,999	\$15,330	(\$ 4,500- \$28,000)	\$4,168	(\$2,500- \$9,000)
Over 30,000	\$24,798	(\$ 5,000- \$80,000)	\$8,574	(\$ 2,000- \$35,000)

SOURCE: Reports No. 81-1, 81-2, and 81-3, New York Conference of Mayors and Municipal Officials, 1981.

**THE DISSOLUTION OF THE VILLAGE OF ROSENDALE: EXAMINING THE
BENEFITS AND COSTS FOR LOCAL RESIDENTS**

On December 31, 1977, the Village of Rosendale in the County of Ulster was dissolved by local referendum. The village's population was 1,220 with a high proportion of elderly, low and moderate income residents (1980 per capita income was \$6,000). In addition, there were no major industries, but a number of small businesses. Population in the Town of Rosendale (population 4,222) which surrounded the village, was increasing. At the time of dissolution the municipal water system serving the village needed extensive improvements and construction of a new sewage system was considered essential as a matter of public health and safety. With the village's dissolution, the Town of Rosendale assumed responsibility for administering services and for providing leadership formerly within the authority of the village.

A major consideration in deciding to dissolve the Village of Rosendale was to reduce the tax burden imposed on local property taxpayers. It was thought that the residents who stood to gain most were those who lived in the former village. Did local residents make a good decision? Have benefits outweighed costs? If so, by how much? Is this an alternative residents of other rural communities in New York State may want to explore for themselves? The number of other villages that have been dissolved is very small indeed.

The financial summary for Rosendale, given below, will show the answer is neither black nor white. Perhaps, the current financial incentive to streamline local government in New York State is not enough. Certainly, a more exhaustive study, both of Rosendale and other communities, is required before the above questions can be answered. The intent of this summary, therefore, is to stimulate such discussion and inquiry on a topic of increasing public interest and importance.

	1977 - Before Dissolution			1979	1981
	Village	Town	Combined	Combined	Combined
Function					
A: EXPENDITURES (Thousands of Dollars)					
General Government	25.4	90.4	115.8	122.1	159.0
Public Safety	31.5	63.9	95.4	96.2	92.2
Transportation	35.2	163.0	198.2	193.4	203.8
Culture/Recreation	1.2	40.7	41.9	55.3	82.6
Economic Assistance	-	14.0	14.0	22.0	28.6
Health	-	-	-	0.1	0.1
Home and Community*	71.2	99.4	170.6	1,286.8	421.3
TOTAL	164.5	471.4	635.9	1,775.9	987.6
B: REVENUES (Thousands of Dollars)					
Real Property Tax	71.2	241.9	313.1	313.9	358.9
Other Property Tax	2.2	2.3	4.5	.3	4.4
Sales Tax	-	-	-	-	-
Other Taxes	3.7	8.0	11.7	0.7	0.9
State Aid*	12.8	94.0	106.8	117.7	105.2
Federal Aid*	42.1	387.6	429.7	487.3	1,036.9
Other Governments	2.1	23.9	25.0	1.6	3.5
Utility Revenue	35.4	0.1	35.5	35.6	67.8
All Other	10.3	45.7	56.0	77.7	68.8
TOTAL	179.8	803.4	983.2	1,034.7	1,645.7
C: PER CAPITA STATE AID AND FEDERAL REVENUE SHARING (Thousands of Dollars)					
State	12.8	84.0	96.8	96.3	88.9
Federal	42.1	33.4	75.5	38.9	30.9
TOTAL	54.9	117.4	172.3	135.2	119.8
D: REAL PROPERTY TAX (ON \$50,000 HOME)**					
	\$492	\$223	-	\$242	\$252

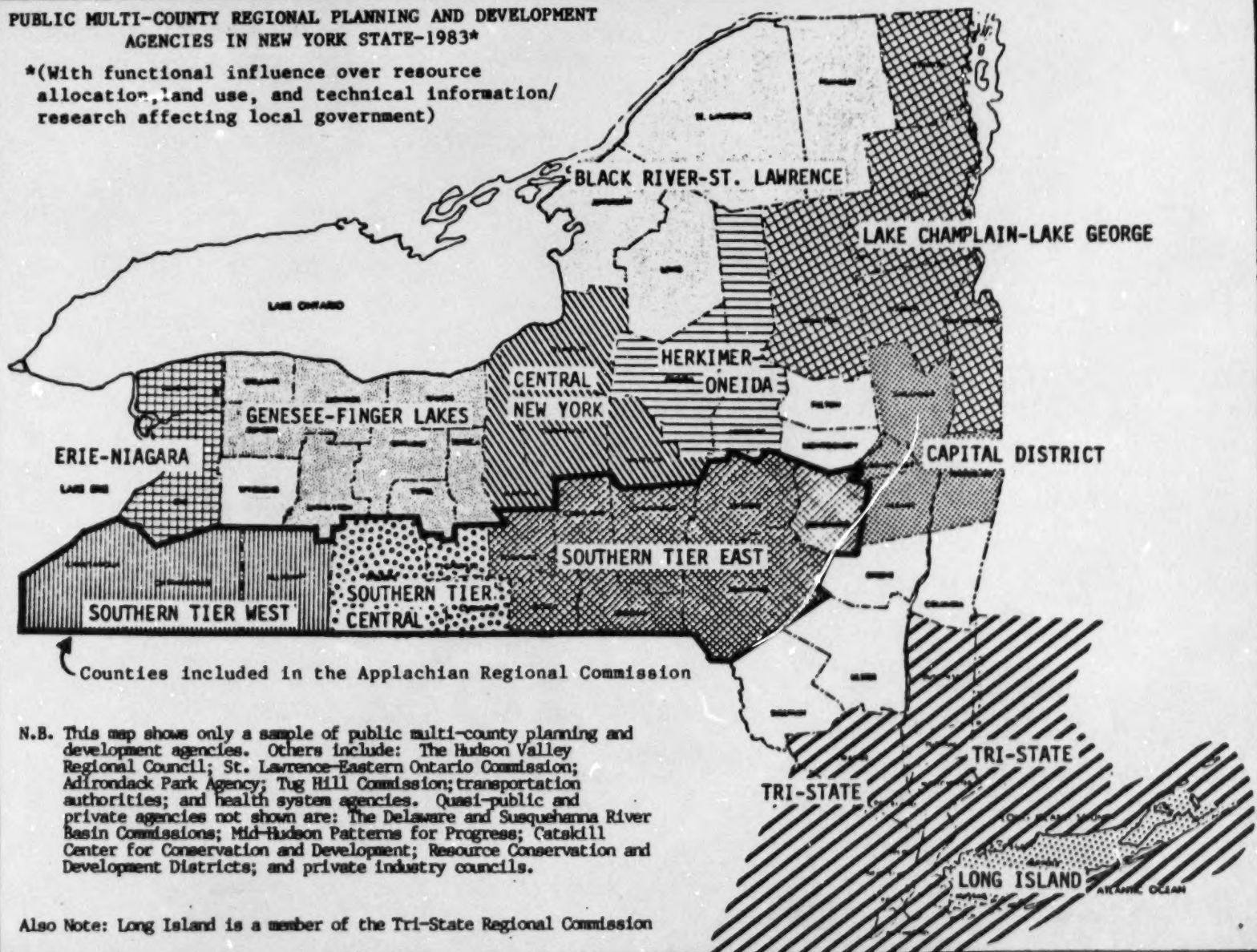
*Includes extensive sewer and water projects within the village, funded with state and federal categorical grant dollars.

**This does not include fees for utilities (water, sewer, etc.) and county and school taxes.

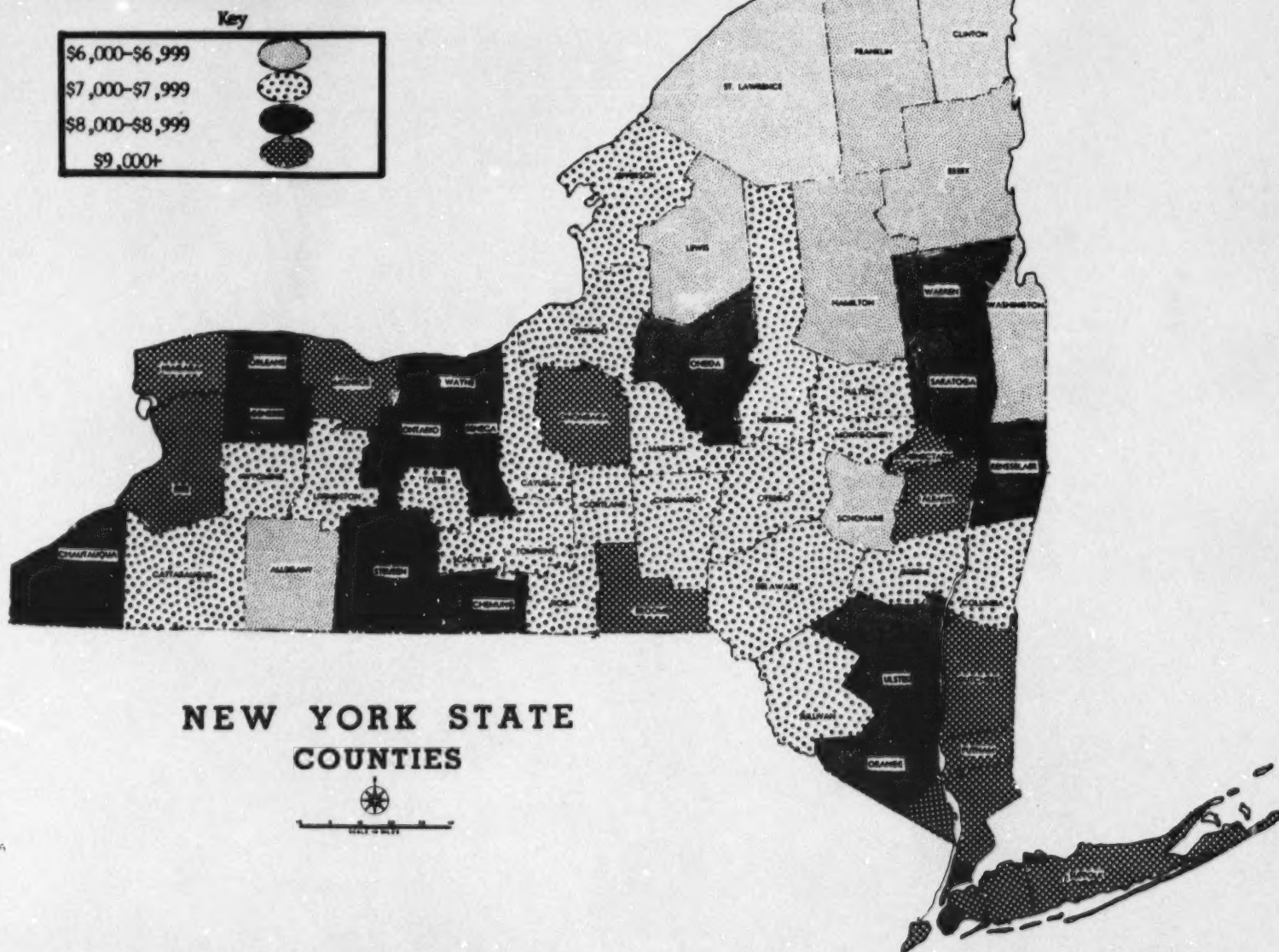
SOURCE: Data based on financial records kept by the New York State Department of Audit and Control.

**PUBLIC MULTI-COUNTY REGIONAL PLANNING AND DEVELOPMENT
AGENCIES IN NEW YORK STATE-1983***

*(With functional influence over resource allocation, land use, and technical information/research affecting local government)



PERSONAL INCOME IN NEW YORK STATE - 1980



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